

# Social Security Bulletin

September 1939

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## *Special Articles*

**The Revised Benefit Schedule Under  
Federal Old-Age Insurance**

**State Differences in Characteristics and  
Average Taxable Wages of Covered Employees, 1937**

**Income of Urban Families and Individuals  
in Single-Family Households**

FEDERAL SECURITY AGENCY  
SOCIAL SECURITY BOARD  
WASHINGTON, D. C.

Volume 2

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FEDERAL SECURITY AGENCY  
SOCIAL SECURITY BOARD

WASHINGTON, D. C.

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# Social Security Bulletin

Volume 2

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## SOCIAL SECURITY IN REVIEW

FOLLOWING his approval of the Social Security Act Amendments of 1939, President Roosevelt on August 11 made a public statement in which he declared the amendments to be "another tremendous step forward in providing greater security for the people of this country." The President commented specifically on the changes in the old-age insurance system, expressing his gratification that in liberalizing the provisions a reasonable relationship had been retained between wage loss sustained and benefits received. "This," he declared, "is a most important distinguishing characteristic of social insurance as contrasted with any system of flat pensions." With regard to changes in coverage of the system, the President remarked: "I am glad that the insurance benefits have been extended to cover workers in some occupations that have previously not been covered. However, workers in other occupations have been excluded. In my opinion, it is imperative that these insurance benefits be extended to workers in all occupations."

The President also commented on other changes in the act, observing that: "The Federal-State system of providing assistance to the needy aged, the needy blind, and dependent children, has also been strengthened by increasing the Federal aid. I am particularly gratified that the Federal matching ratio to States for aid to dependent children has been increased from one-third to one-half of the aid granted. I am also happy that greater Federal contributions will be made for public health, maternal and child welfare, crippled children, and vocational rehabilitation. These changes will make still more effective the Federal-State cooperative relationship upon which the Social Security Act is based and which constitutes its great strength. It is important to note in this connection that the increased assistance the States will now be able to give will continue to be furnished on the basis of individual need, thus

affording the greatest degree of protection within reasonable financial bounds."

With regard to administrative changes in the act, the President declared that "probably the most important change that has been made is to require that State agencies administering any part of the Social Security Act coming within the jurisdiction of the Social Security Board and the Children's Bureau shall set up a merit system for their employees. An essential element of any merit system is that employees shall be selected on a nonpolitical basis and shall function on a non-political basis."

The President concluded his statement by calling attention to the work of the Committee on Economic Security. "In 1934," he declared, "I appointed a committee called the Committee on Economic Security made up of Government officials to study the whole problem of economic and social security and to develop a legislative program for the same. The present law is the result of its deliberations. That Committee is still in existence and has considered and recommended the present amendments. In order to give reality and coordination to the study of any further developments that appear necessary I am asking the Committee to continue its life and to make active study of various proposals which may be made for amendments or developments to the Social Security Act. The present members of the Committee are: Frances Perkins, Secretary of Labor, Chairman; Henry Morgenthau, Jr., Secretary of the Treasury; Frank Murphy, Attorney General; Henry A. Wallace, Secretary of Agriculture; Harry L. Hopkins, Secretary of Commerce. I am adding to the Committee at this time Arthur J. Altmeyer, Chairman of the Social Security Board."

IMMEDIATELY on adoption of the Social Security Act Amendments of 1939, the Social Security

Board discontinued acceptance of claims for lump-sum payments under the old-age insurance program from workers reaching age 65. This type of payment is terminated by the amendments, and workers who might have been eligible to receive such payments are given opportunity to qualify instead for monthly benefits, even though payment of the lump-sum claim has already been made. In the latter event, however, the amount of the lump-sum payment will be deducted from the worker's monthly benefits. Lump-sum payments to the estates of qualified workers who die before 1940 will be continued.

In connection with the announcement of discontinuance of lump-sum payments to workers reaching age 65, it was indicated that, on the basis of preliminary estimates, approximately 485,000 persons past the age of 65 will be entitled to monthly benefits in 1940 and that the benefits payable during that year will exceed \$110 million. Under the provisions of the original Social Security Act, it was indicated, lump-sum benefits probably would not have amounted to more than \$30 million in 1940, including both payments to workers reaching age 65 and death payments. From January 1, 1937, when the program went into effect, through July 31, 1939, approximately 397,400 claims for lump-sum payments amounting to more than \$21.5 million were certified by the Social Security Board to the Secretary of the Treasury.

**CONSOLIDATION** of unemployment compensation and employment service functions of the Social Security Board in a new Bureau of Employment Security was announced recently by the Board. The new Bureau will take over the activities of the former Bureau of Unemployment Compensation of the Social Security Board and those of the United States Employment Service, which was transferred from the Department of Labor to the Social Security Board under the President's Reorganization Plan No. 1. In the Bureau will be established a Division of Unemployment Compensation, a Division of Employment Service, a Field Division, and a Division of Research and Statistics. Integration of these functions in the Social Security Board parallels organization of the employment service and unemployment compensation administration in the States, which have already coordinated the two services. It was

indicated that the veterans' and farm-placement activities of the Employment Service will be kept intact under the new organization. The Employment Service has maintained special facilities for war veterans in the State employment offices and has also provided special services in the placement of agricultural labor during the planting and harvesting seasons in many areas.

**THE SUBCOMMITTEE** of the Senate Committee on Education and Labor which has had under consideration the bill introduced by Senator Wagner to implement the national health program made a preliminary report on the bill prior to the adjournment of Congress. The report indicates that the subcommittee, "having studied this bill, held numerous public hearings and accumulated a large volume of testimony and supplementary information, . . . is in agreement with the general purposes and objectives of this bill. However, the subcommittee wishes to give this legislation additional study and to consult further with representatives of lay organizations and of the professions concerned. The subcommittee intends to report out an amended bill at the next session of Congress."

The report describes the background of the bill and the indications of the need for a national health program, outlines the principles underlying the bill and the principal provisions of the bill, and discusses special problems which were raised during the course of the hearings and to which the subcommittee desires to give further study. The concluding section of the report declares: "The Committee is convinced that Federal legislation along the general lines followed by S. 1620, based upon Federal-State cooperative programs, is necessary to strengthen the health services of the Nation and to make provision for the progressive and effective improvement of health conditions in all parts of the country and among all groups of people. The needs are large and an adequate program to put knowledge and skill more effectively to work will involve considerable expenditures of funds. The program must therefore be worked out with great care. We are confident that such a program can be worked out and that the expenditures will be sound national investments which will bring large returns. The role of the Federal Government should be primarily to give technical and financial aid to the States."

# THE REVISED BENEFIT SCHEDULE UNDER FEDERAL OLD-AGE INSURANCE

LYLE L. SCHMITTER AND BETTI C. GOLDWASSER\*

THE REVISION of the benefit provisions of the Federal old-age insurance system and the introduction of survivors insurance are major achievements of the 1939 amendments to the Social Security Act, which became law on August 10, after many months of deliberation in Congress. These changes advance to January 1, 1940, the date at which monthly benefits first become payable, increase the average amounts payable in the early years of the system and the number of older workers who can qualify in this period, and institute monthly benefits for certain dependents and survivors of workers who have contributed to the system. In effect, at least a minimum old-age income is provided for retired insured workers and their families, and protection is afforded to certain survivors of insured workers.

The revision of the benefit formula reflects the change in the emphasis of the program. The original provisions offered primarily a plan for systematic savings for old age. The amendments, on the other hand, are designed to provide a minimum subsistence income for the retired worker and his dependents or for certain of his survivors, relating the amount of the benefit to his family responsibilities and, roughly, to the level of his former earnings as well as to the extent of his participation in the system. The primary monthly benefit, payable to a qualified worker at 65 or after, is based on his average monthly wage (as defined subsequently) according to the following formula: (1) a basic amount of 40 percent of the first \$50 of the average monthly wage, plus 10 percent of the amount by which that average exceeds \$50 and does not exceed \$250 and (2) 1 percent of the amount calculated under (1) multiplied by the number of years in which the worker has received \$200 or more in wages from covered employment. The minimum primary benefit is set at \$10.

A supplementary benefit of one-half the primary benefit is provided, under specified circumstances, for aged wives and dependent children of beneficiaries; the other benefits outlined in table 1, which are provided for certain survivors of covered

workers who die either before or after they have retired, will be discussed in a subsequent article. With respect to the wages of any one worker, the maximum total monthly amount payable to him and his dependents or to his survivors is not more than twice the primary benefit, 80 percent of the average monthly wage, or \$85, whichever is the least. These requirements, however, may not be used to reduce such a combined amount to less than \$20.

## *Objectives of Old-Age Insurance*

The report of the President's Committee on Economic Security in 1935 recognized the need for covering a wide range of risks, including those arising from old-age, invalidity, and death, and recommended provisions for both compulsory and voluntary insurance. The plan proposed by the Committee related benefits to average wages, in an attempt to provide retirement benefits bearing some relation to customary wages in covered employment. These recommendations of the Committee were not, however, enacted into the 1935 Social Security Act. The pressure for a self-sustaining system induced Congress to discard the idea of insurance against a wide range of social risks in favor of a banking or money-back system of retirement annuities. The net result of the change was to hold down benefit payments during the early years and to provide for the accumulation of a large reserve fund.

Title II of the 1935 act provided for the payment of benefits to workers who reached the age of 65 and who met certain other qualifying requirements based on the extent of their covered employment and the amount of wages they had received in such employment. Since workers were to contribute on the basis of their wages in covered employment and their employers were taxed a like percentage of pay rolls, benefits were related by imputation to contributions or taxes, although the right to benefits was not dependent on the actual amount of payments made. This system was in large part a contributory-savings plan, in that payments were to be made during

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**Table 1.—Old-age insurance provisions enacted in 1935 and in the 1939 amendments to the Social Security Act**

Provision	1935 act	1939 amendments
Monthly benefits first payable.....	January 1942.....	January 1940.
Age limits for persons qualifying for monthly benefits.....	Must have attained age 65 at some time after Jan. 1, 1941.	Age 65 or over for all old-age benefits (primary annuitant, wife, widow, or dependent parents). Under 16, or 18 if still in school, for dependent children. No age limits for widows with dependent children.
Contribution rates of workers and of employers (percentage of pay rolls).....	1 percent, 1937-39..... 1½ percent, 1940-42..... 2 percent, 1943-45..... 2½ percent, 1946-48..... 3 percent, 1949 and thereafter.....	1 percent, 1939-42; 2 percent, 1943-45; 2½ percent, 1946-48; 3 percent, 1949 and thereafter.
Excepted employment.....	Employment after age 65; employment in agriculture, private domestic service, government, certain nonprofit organizations; maritime employment, etc.	Nearly the same except that employment after age 65, employment in national banks, and some maritime employment are covered.
Total monthly benefits payable with respect to 1 person's wages:		
Minimum.....	\$10.....	\$10 for primary annuitant; \$15 for primary annuitant and 1 dependent (aged wife or dependent child); \$20 for annuitant and 2 or more dependents. \$10 for widow aged 65 or over without dependent child. \$12.50 for widow and 1 dependent child; \$17.50 for widow and 2 dependent children; \$20 for widow and 3 or more dependent children. If no widow survives, \$10 for 1 or 2 dependent children; \$15 for 3, \$20 for 4 or more. \$10 for 1 or both wholly dependent aged parents.
Maximum.....	\$85.....	\$85, or twice primary benefit, or 80 percent of legally defined average monthly wage, whichever is least. (These maximums may not reduce total of benefits below \$20.) a. 40 percent of first \$50 of legally defined average monthly wage plus 10 percent of average monthly wage in excess of \$50 but not over \$250, plus b. 1 percent of amount computed under (a) for each year in which wages <sup>2</sup> of \$200 were received.
Formula for computing primary monthly benefit.....	½ of 1 percent of first \$3,000 total wages, <sup>1</sup> plus ½ of 1 percent of next \$42,000, plus ½ of 1 percent of next \$84,000.	50 percent of primary benefit. 50 percent of primary benefit.
Supplementary benefits:		
Wife aged 65.....	None.....	75 percent of primary benefit.
Dependent child.....	None.....	75 percent of primary benefit.
Survivors and lump-sum death payments:		
1. Lump-sum death payments.....	Amount equal to 3½ percent of total wages less monthly benefits received.	Amount equal to 6 times the primary benefit, provided that the deceased worker was fully or currently insured and left no widow, child, or parent who would, on filing application in the month of his death, be entitled to a monthly survivors benefit for such month.
2. Monthly benefits to survivors of a fully insured individual:		
(a) Widow aged 65 or over.....	None.	75 percent of primary benefit.
(b) Widow having dependent child.....		75 percent of primary benefit.
(c) Each dependent child.....		50 percent of primary benefit.
(d) Each wholly dependent aged parent (if no widow or unmarried child under 18 survives).....		50 percent of primary benefit.
3. Monthly benefits to survivors of currently insured individuals:		
(a) Widow having dependent child (in addition to child's benefits).....	None.	75 percent of primary benefit.
(b) Each dependent child.....		50 percent of primary benefit.
Payment to workers failing to qualify for monthly benefits.....	Lump-sum payment amounting to 3½ percent of total credited wages payable at age 65.	None.
Eligibility requirements:		
(a) Fully insured.....	\$2,000 cumulative wages received; 1 day of covered employment in each of 5 years after 1936 and before age 65.	Wages of at least \$50 paid in each of 40 quarters or in ½ as many quarters as the number elapsing after 1936 or after attainment of age 21, whichever is later, and before attainment of age 65 or death, whichever is earlier. Minimum, 6 quarters.
(b) Currently insured.....	None.	Wages of at least \$50 paid for each of at least 6 out of the 12 quarters immediately preceding the quarter in which death occurred.
Monthly benefit not payable.....	For months when in "regular employment" for which wages have been paid.	For months in which: (a) Services are rendered for wages of \$15 or more; (b) Widow under age 65 has no dependent child in her care; (c) Children between 16 and 18 are not regularly attending school.

<sup>1</sup> "Wages" is used in this column as referred to in sec. 202 (a) (1) and defined in sec. 210 of the Social Security Act of 1935.

<sup>2</sup> "Wages" is used throughout this column as defined in title II, sec. 209 (a) of the Social Security Act as amended in 1939.

the working life of employees to provide a means of support during later years when they became unable to earn a livelihood through regular employment.

Within the relatively small part of the population which is able to make systematic and adequate savings, any person can embark individually on a plan of saving for his own old age. The old-age risk matures roughly at the same time for all persons and thus is fairly predictable. However, no one individual can anticipate how long he will live after reaching old age, and, consequently, not even these fortunate few can predict how large a fund an individual will need for support after he no longer can earn, even though he knows how much he will need each month. This phase of the problem can be solved when a large group of individuals cooperate in providing for old age. The group can predict quite satisfactorily, on the basis of mortality experience, the amount of funds required to meet specified payments throughout life to all who live to be old. In private insurance practice the need of protection against this type of risk has long been recognized. An annuity distributes funds or reserves among persons over a specified age. Periodic payments on annuity contracts are usually made in proportion to the total amount of savings or reserves previously accumulated to each policyholder's credit. The insurance element in annuities results in the redistribution of the saving from those who die early for the benefit of those who live beyond the average life expectancy. The 1935 provisions of the Social Security Act established machinery for such cooperative pooling of the old-age risk by American workers. This pooling and sharing of risk is the essence of insurance, and thus the system, from its beginning, has contained an important insurance feature as well as a savings plan.

The old-age benefits plan enacted in 1935 failed, however, to give direct protection to the wives and other dependents of insured workers. Moreover, it was so designed that it was slow in getting under way. Since benefits were based on accumulated wages, reasonably large benefits were not possible for most workers until the system had been in operation many years. Despite the formula, which weighted more heavily the first \$3,000 of total taxable wages, the amounts payable to many workers during the early years

would have been an inadequate substitute for the loss of income upon retirement. In many States the average monthly benefits payable during the first few years would have been below the average current payments for old-age assistance.

The relatively low levels of early benefits led to various proposals for an upward adjustment. At the same time the possibility of enhancing benefits by paying supplementary amounts for dependent wives and children and by relating benefits to average wages led to a wider view of the scope of social security. To afford reasonably adequate protection to more of the people, social insurance must take into account not only the need for protection in old age but also other widespread risks of long-continued loss of income, earlier recognized by the Committee on Economic Security but not reflected in the 1935 law.

One respect in which the original Social Security Act failed to meet the security needs of the worker adequately was its treatment of the hazard of premature death. Protection of dependents against death of the wage earner was afforded only incidentally under the provisions for old age in title II as written in 1935, and consequently the insurance it provided against loss of income at death was inadequate. If a worker died before reaching age 65, his heirs or estate received 3½ percent of his aggregate wages in covered employment. Under the 1935 legislation lump-sum death payments were also to be made in and after 1942 to survivors of beneficiaries who had received some monthly benefits but, in all, less than 3½ percent of the amount of their aggregate taxable wages. In these cases the payment was to have been the difference between these two sums.

Since these amounts were based on accumulated wages, lump-sum death payments in the early years ordinarily could amount to very little, and even after the plan had been in operation for many years the average wage earner would have built up a death payment of not more than \$1,000 or \$1,500. A lump-sum payment may be dissipated quickly, and even the larger amounts would ordinarily have been inadequate to replace the income needed by the family of a deceased worker who left young children or aged dependents. Furthermore, the size of the death payment in the original title II was, in many cases, in inverse ratio to presumptive need; that is, it amounted to very little for the young worker who had little time to

build up a large amount in credited wages but would be likely to have a wife and young children dependent on him and, on the other hand, was larger for the worker who had been in the system for a long time but whose children would probably have become self-supporting.

This rather illogical treatment of the risk of premature death resulted from the emphasis on the savings feature contained in the 1935 act in that the lump-sum payments were regarded more as a method of ensuring that each person or his estate should receive somewhat more than he had paid into the system than as a method of protecting survivors. A more logical and systematic plan is provided in the amended act by resorting in full measure to the principles of social insurance. Just as a group of individuals can pool the risk of old age and balance the longevity of some individuals against the shorter lifetimes of others, so protection of dependents against loss of income by reason of the breadwinner's death can be attained by pooling the risk among a large group of individuals. By means of past mortality experience it can be predicted quite closely what percentage of the group will die in each year. Therefore, the cost of providing benefits for dependent survivors of workers dying prematurely can be forecast within satisfactory limits for practical purposes.

In private insurance practice such protection is provided by term insurance policies, under which those who live contribute through their premium payments to the dependents of those who die. The great majority of policyholders are "lucky" in that they and their families do not get any return on their money other than the protection and a sense of security from being insured, while the survivors of those who are unfortunate and die receive amounts unrelated to the length of time the individual policy was carried or to the total amount of premiums paid. In this respect, term insurance payments differ from payments on annuity contracts, since the latter are closely related to the total amount of savings accumulated in each policyholder's account. By means of the Social Security Act amendments, some of the principles of term insurance are used to pool the risk of death which deprives a worker's dependents of their customary means of support.

Under the amended plan the protection given the worker combines term insurance before age 65 with an annuity after age 65. In all but excep-

tional cases the individual, by means of the dual protection, gets either in protection or in benefits at least the value of his own contributions. However, when an insured individual dies before receiving in benefits as much as he contributed and leaves no survivors entitled to benefits, his estate will not get his money back. In most cases the benefits paid with respect to an individual's wages will at least equal the amount of his contributions, while persons who retire in the early years will receive much more than the amount of their contributions. For at least the next 40 years every insured worker will have more over-all protection than he could purchase from a private insurance company with the amount of his contributions.<sup>1</sup> Such protection does not express a quixotic generosity on the part of the Government but recognizes the social objective of the system and the compulsory nature of this as of most social insurance by assuring the public of a "good buy" in return for their contributions.

In recommending earlier payments, larger payments in the early years, and larger payments to beneficiaries with dependents or to the survivors of covered workers, the Social Security Advisory Council and the Social Security Board placed more emphasis on the insurance features of the act and correspondingly less on the savings or "money-back" approach. As a result of the shift, the present emphasis is to establish a system of social security which will partially compensate qualified workers or their families for the continuing loss of income occasioned by death or retirement. As far as possible the attempt has been made to measure this loss by the level of wages for some time before the loss took place. The change in emphasis from savings to insurance has resulted in a shift from *total* wages to *average* wages as a measure of benefits.

#### *The Average Wage*

Almost any mechanism devised for calculating benefits under a contributory system represents a balance between two conflicting ideals—to give full weight to the length of service and total contributions and to provide adequate protection

<sup>1</sup> Even in the extreme case of a person without qualified dependents who earns \$250 monthly in covered employment for the next 45 years, an annuity purchased privately with the amount of his contributions would be only 30 cents per month more than the \$38 per month he would receive under the 1939 amendments. Cf. U. S. Senate, Committee on Finance, *Social Security Act Amendments of 1939*, Report No. 734, pp. 15-16.

regardless of term of service. The average-wage formula in the amendments relates benefits not only to presumptive need, as indicated by the level of customary earnings, but also to the relative amount of time spent in covered employment. The average monthly wage is computed by dividing total wages received in covered employment before the quarter in which the wage earner died or became entitled to receive a primary benefit, by 3 times the number of quarters (i. e., the number of months) elapsing after 1936, up to but not including the quarter in which the individual becomes entitled to receive primary insurance benefits or dies, excluding any quarter prior to the quarter in which he attained the age of 22 during which he received less than \$50 of wages and any quarter, after the quarter in which he attained age 65, occurring prior to 1939.<sup>2</sup>

As a result of dividing total wages in covered employment by the entire length of time (with the exceptions noted above) in which such wages could have been received, the average wage of individuals who stay in the system for only a part of the time in which they could have participated is less than it would be if they were in covered employment during the whole potential span. In effect, a weighted average wage is provided which automatically eliminates the emphasis given to the earnings of very short-time employees without lessening the importance of the earnings of low-paid employees who have been covered for long periods. Moreover, under this formula the same primary benefit will be paid to any two individuals who become eligible for benefits in the same quarter, have earned and contributed the same amount over the same total number of quarters, and have the same number of years of coverage, whether early or late in the history of the system.

By basing benefits on an average measured over the quarters since 1936, it is possible to start benefit payments in 1940 with reasonably adequate benefits even in the early years. As the system matures, however, the period will be measured from the time at which it is assumed that most individuals would have entered employment, i. e.,

age 22 except for those whose wage records evidence earlier quarters with wages of \$50 or more in covered employment. The quarters before age 22 in which the worker receives less than \$50 were not included, since for many of these younger workers employment is likely to be either incidental or little more than apprenticeship. Inclusion of these low quarters would tend to lower the average wage calculated for the entire period of employment. To mitigate this effect, age 22 was set as the lower limit in calculating length of service but not total wages.

In contrast to the provisions of the 1935 act, wages received after age 65 are credited toward benefits by the amendments, beginning with the calendar year 1939, and the average wage for individuals who work after they attain the age of 65 is calculated with the additional earnings and the additional quarters of coverage (as defined below) included. This provision has the advantage of enabling older workers to qualify or to increase the amount of their benefits even though they may have passed the former age limit of 65. For an individual who is entitled to benefits at age 65 but continues to work after that age, the new provision may work some disadvantage, since his average wage may decrease if his wage level falls off in old age and he does not make application for a benefit. This may be offset, however, by the increment for the added years of coverage.

It should be emphasized that for the worker without qualified dependents who has been covered throughout life no attempt is made to provide as generous a benefit as that provided under the original act. After the system has been in operation for some years, benefits for such annuitants will be lower than those they would have received under the 1935 provisions. Higher benefits are provided for persons who would not have had an opportunity to accumulate wages which would have entitled them, under the 1935 total-wage formula, to benefits adequate for them or their dependents.

As the system matures and the span of time lengthens through which an individual could have participated in it, a worker's average wage and consequently the amount of his benefit under the new formula will be increasingly a reflection of the length of continuity of his covered employment. For example, if a worker reaches age 65 in January 1943, after receiving \$100 a month in covered employment during the 6 previous years, his average

<sup>2</sup> Wages received in covered employment in quarters before age 22 are included in the numerator of the fraction, but the number of quarters in the denominator excludes those in which the individual was paid less than \$50. Remuneration for quarters after age 65, occurring in years prior to 1939, is excluded from the numerator because it is not "remuneration for employment," since employment is defined as "any service . . . except service by an individual after he attained the age of 65 if performed prior to Jan. 1, 1939." These same quarters are excluded from the denominator by express provision.

monthly wage is  $\frac{\$7,200}{24 \times 3}$  or \$100. A man who dies

later, let us say in January 1977, after 40 years of continuous covered employment since age 21 at the same rate of earnings, would have the same average of \$100. On the other hand, if a worker reaches age 65 in January 1977, after 40 years of potential coverage, and has had in those years only 20 years of covered employment and \$24,000 in wages, the formula for the average wage would take into account the 160 elapsed quarters and

thus would be  $\frac{\$24,000}{160 \times 3}$  or \$50, and the monthly

benefit would, therefore, be lower than in the previous cases. From these illustrations it should be obvious that the adequacy of benefits in the future depends largely upon the question of coverage. As long as coverage does not extend to all gainful occupations, workers who are excluded from the system can receive no benefits and those who have only incidental covered employment will either fail to qualify or will receive relatively low monthly benefits.

The use of an average-earnings formula leads to the question whether a man who retires in the first few years of the system should receive the same benefit as the man with the same average wage who retires much later. For the former, the average wage is calculated only over the last few years of his working life; for the latter, over a full working lifetime. The former may have contributed for only a year and a half; the latter for 40 years. If the formula for calculating benefits were simply a percentage of average earnings, the man who, by 1980, had paid contributions over 40 years would receive a benefit no larger than that granted to the man retiring in 1940 with the same average wages.

While it is socially desirable to liberalize qualifications for benefits in the early years, when older workers have had only a brief opportunity to participate in the system, there should also be some reward for continued contributions, and a safeguarding to that extent of the savings principle. The amended plan aims at this result by adding to the amount calculated from the average wage, an increment of 1 percent of the basic benefit for each year in which the individual received wages of \$200 or more in covered employment. The result is to provide for an increase in benefits for workers now young, by reason of their subsequent

years of service. An automatic adjustment is provided for periods in which the individual is not in covered employment, since the monthly average wage is obtained by dividing the aggregate of wages from covered employment by a figure representing the number of months in the whole period (with the specified exceptions) in which he might have been in covered employment. The monthly average is thus lowered automatically by periods of noncoverage. By the additional credit for years of service the new formula tends toward a crude proportionality between benefits and contributions of those who retire immediately and those who retire in the future.

Since the benefit formula is based on the average monthly wage, it can be used also for the "term insurance" against the current risk of death. An average wage basis related to earnings preceding loss of income seems the logical foundation for survivors benefits, just as it is for old-age benefits, if adequate benefits are to be paid in the early years of a social insurance system. Moreover, it is essential at all times that survivors benefits be based on average rather than aggregate wages if protection is to be given to the dependents of younger workers who have had relatively little time to build up a cumulative amount, yet are likely to have young dependents.

#### Eligibility

The 1935 legislation specified that a worker was qualified for monthly benefits if he was aged 65 or more, had received an aggregate of \$2,000 or more in wages in covered employment after 1936 and before he was 65, including wages for at least 1 day in each of 5 calendar years, and was no longer in "regular employment" for which he received wages. Since the Board and Advisory Council had both recommended earlier payments, it obviously became necessary to liberalize the eligibility requirements. By the beginning of 1940, wage records will be available for only 3 years, and it is quite probable that many of the workers in covered employments will not have received total wages of \$2,000 by that date. The necessity of lowering the entrance requirements was complicated by the fact that benefits were being increased in relation to the amount of contributions paid and that such a large bonus, if continued in the future, would invite fraud and collusion. The problem was to devise a formula

which would not exclude workers who are approaching or have reached retirement age at the present time, yet would ensure that those who qualify for benefits in future years will have participated substantially in the system in terms of the length of their covered employment and the amount of their contributions. It was also necessary to put the eligibility requirements upon a quarterly basis in conformity with the formula for average wages. Both of these conditions were finally met by the requirement that the individual to be insured must have received at least a specified amount of wages in each of approximately one-half the possible number of quarters.

The question then arose as to what amount of wages should constitute a quarter of coverage. Here again it becomes obvious that the amount should be large enough to exclude purely incidental or part-time wages. No matter what limit is set, the decision is bound to be arbitrary and to exclude quarters for some bona fide full-time employees. The definition of a quarter of coverage as a calendar quarter in which \$50 of wages, as defined by law, have been received was finally incorporated in the law as constituting a reasonable minimum.

In the 1935 act, a worker must have received wages for covered employment in a day or more in each of 5 calendar years. Under the amendments, a worker who qualifies for a retirement benefit must fulfill one of the two following requirements, either of which gives him the "fully insured" status which entitles him and any of his specified dependents or survivors to any of the benefits provided under the system: (1) he must have had at least 40 quarters of coverage, in which case he is not only fully but also permanently insured, regardless of further covered employment; or (2) he must have at least half as many quarters of coverage as there are calendar quarters after the year 1936 or after the quarter in which he reached the age of 21, whichever is the later, and before the quarter in which he reached age 65 or died, whichever occurred first, and he must have had at least 6 quarters of coverage. When the number of elapsed quarters is an odd number, it is reduced by one. Quarters before age 21 and, beginning with 1939, quarters in or after which age 65 is attained in which an individual received at least the requisite \$50 in covered employment may be counted toward the

number required for eligibility for benefits. When an individual has received \$3,000 or more in wages in any calendar year, each quarter of such year following the first quarter of coverage shall be counted as a quarter of coverage, up to but excluding any quarter of the year in which he dies or becomes entitled to a primary benefit.

**Table 2.—Illustrative monthly old-age benefits payable under 1935 provisions of the Social Security Act and under the 1939 amendments<sup>1</sup>**

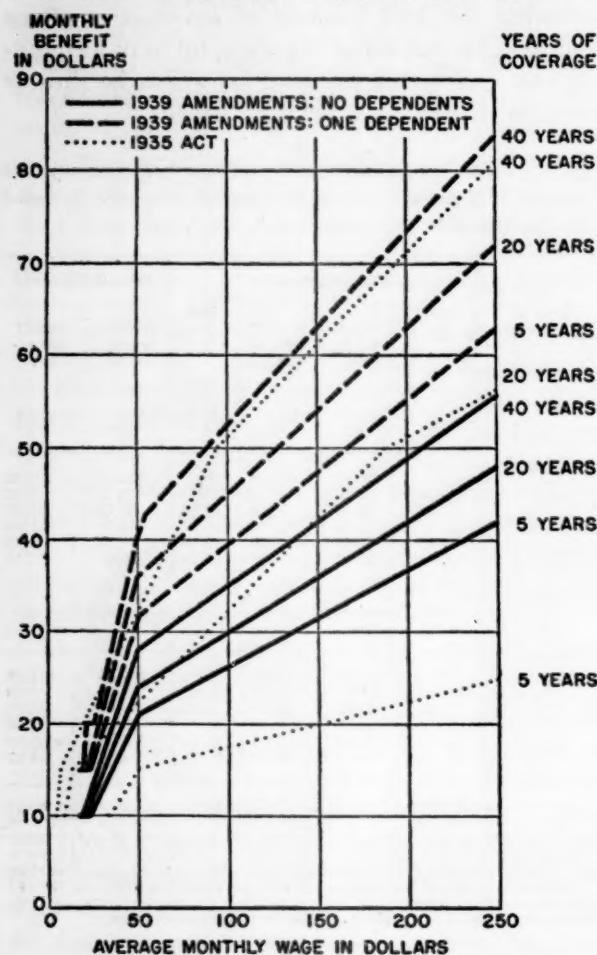
Years of coverage	1935 act	1939 amendments		1935 act	1939 amendments		
		Without dependents	With 1 dependent		Without dependents	With 1 dependent	
Average monthly wage of \$50				Average monthly wage of \$100			
3-----	(*)	\$20.00	\$30.00	(*)	\$25.75	\$38.62	
5-----	\$15.00	21.00	31.50	\$17.50	26.25	39.37	
10-----	17.50	22.00	33.00	22.50	27.50	41.25	
20-----	22.50	24.00	36.00	32.50	30.00	45.00	
30-----	27.50	26.00	39.00	42.50	32.50	48.75	
40-----	32.50	28.00	40.00	51.25	35.00	52.50	
Average monthly wage of \$150				Average monthly wage of \$250			
3-----	(*)	\$30.90	\$46.35	(*)	\$41.20	\$61.80	
5-----	\$20.00	31.50	47.25	\$25.00	42.00	63.00	
10-----	27.50	33.00	49.50	37.50	44.00	66.00	
20-----	42.50	36.00	54.00	56.25	48.00	72.00	
30-----	53.75	39.00	58.50	68.75	52.00	78.00	
40-----	61.25	42.00	63.00	81.25	56.00	84.00	

<sup>1</sup> Based on a table presented by A. J. Altmeyer to the Committee on Ways and Means, Mar. 29, 1939. U. S. House of Representatives, Committee on Ways and Means, *Social Security: Hearings Relative to the Social Security Amendments of 1939*, Vol. 3, p. 2165. It is assumed, with respect to the amendments, that an individual earns at least \$200 in each year in order to be eligible to receive the 1-percent increment. If this were not the case, the benefit would be somewhat lower.

<sup>2</sup> Monthly benefits not payable until after 5 years of coverage.

As a result of these requirements, the worker who has reached age 65 at any time prior to July 1, 1940, has fulfilled the eligibility requirements for a monthly benefit if there are 6 quarters in which he has received \$50 or more in covered employment, whether before age 65 or, in and after 1939, subsequent to that age. For workers who attain age 65 in future years, the required number of quarters will rise progressively as the period lengthens over which they might have been engaged in covered employment, until they have attained the 40 quarters which entitle them to permanent coverage. It should be noted also that in both the early and later years of the system a worker who dies young, but after he has at least 6 quarters of coverage and at least half of the potential number as defined above, is fully insured.

**Chart I.—Monthly old-age benefits payable under the 1935 provisions of the Social Security Act and under the 1939 amendments<sup>1</sup> to workers with specified average monthly wages and years of coverage**



<sup>1</sup> It is assumed, with respect to the amendments, that an individual earns at least \$200 in each year in order to be eligible to receive the 1-percent increment. If this were not the case, the benefit would be somewhat lower.

The amendments define as "currently insured" an individual who has been paid wages of not less than \$50 for each of 6 of the 12 calendar quarters immediately preceding the quarter in which his death occurs. The widow of a currently insured worker who is caring for his dependent child or children and the dependent children of such a deceased worker are entitled, under specified circumstances, to monthly benefits.

#### **Benefit Patterns**

At first glance, the larger percentages applied in the revised formula might seem to indicate much larger benefits than those of the original

act, but it must be remembered that the computation is based on an average wage rather than on an aggregate. In addition, the primary benefit is reckoned on only \$250 of the average monthly wage. The primary benefit therefore cannot exceed \$40 plus the 1-percent addition for each year of coverage. There will be some cases of persons who have received more than \$3,000 in taxable wages in a year or years before 1940, by reason of work for more than one employer during the year, since the original legislation provided that as much as \$3,000 a year in taxable wages from each employer might be counted. For some of these individuals, the average wage from covered employment may be more than \$250, but in computing benefits only \$250 can be counted.

A supplementary benefit of one-half the primary benefit is provided for the wife of a primary annuitant if she is aged 65 or over and is not herself entitled to a primary benefit equal to or exceeding that amount. Any smaller primary benefit to which the wife may be entitled reduces the amount payable to her with respect to her husband's wages by an amount equal to her primary benefit. A similar supplement of one-half the primary benefit is also provided for a dependent child until age 18. The child's benefit may be withheld from children over 16 if they fail to attend school regularly and the Social Security Board finds it was feasible for them to attend. The maximum combined benefits with respect to an individual's wages may not be more than double the primary insurance benefit, 80 percent of the average wage, or \$85, whichever is the least. However, these maximum provisions may not reduce the combined amount below \$20. The minimum amount of total benefits payable with respect to an individual's wages is set at \$10. Consequently, the minimum combined benefit for a worker with one dependent is \$15, and with two dependents \$20. The benefits payable to wives, widows, and children of insured workers, as well as the primary old-age insurance benefits, differ from public-assistance payments in that they are provided to all qualified persons irrespective of any other resources they may have.

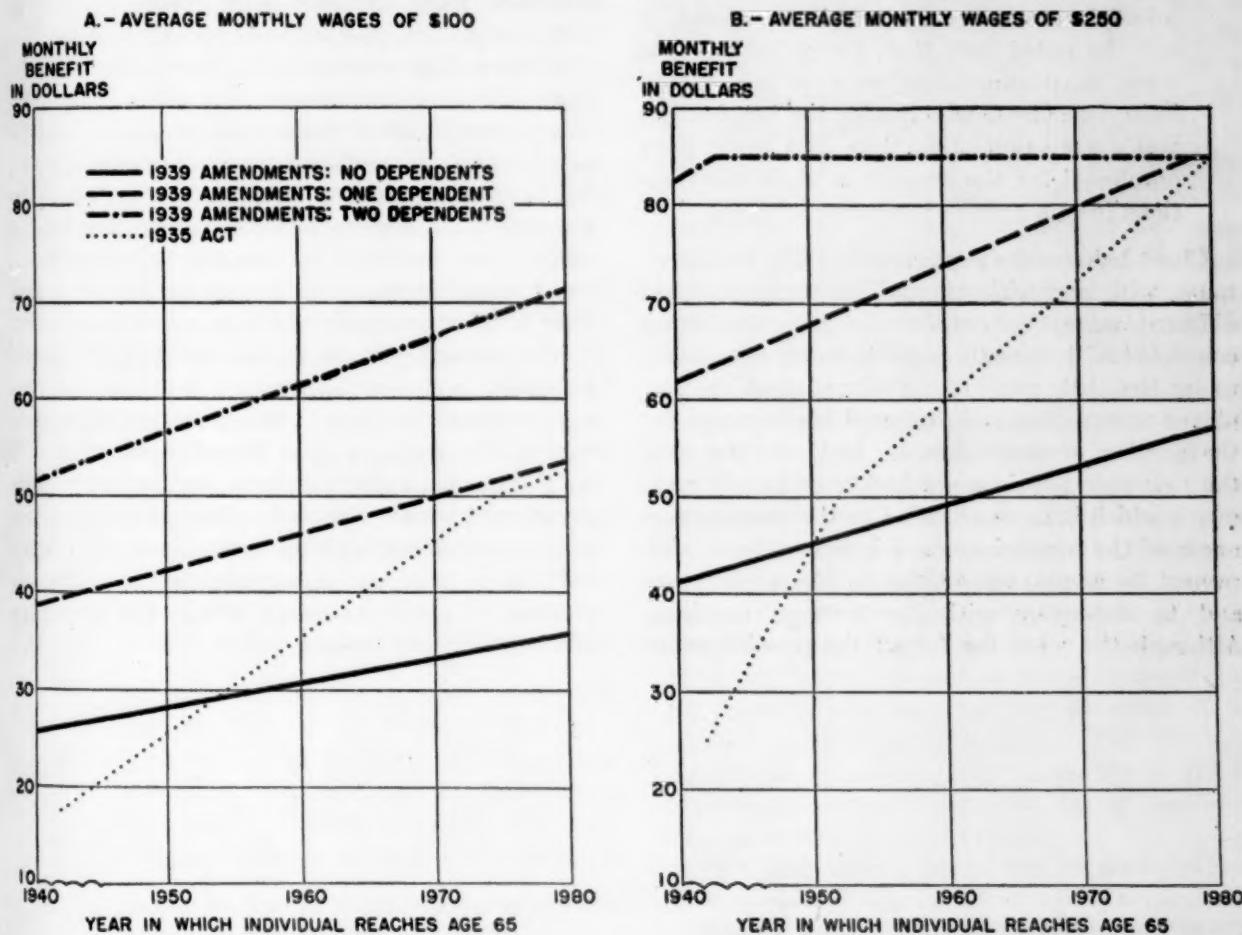
Under the 1935 legislation deductions were to be made from the monthly benefits payable to a qualified worker if he received wages for any month in any part of which he rendered services in "regular employment." Under the amend-

ments a more explicit provision is made with respect to employment, in that deductions equal to the month's benefit (including dependent's allowances) are to be made from any payment to which an individual is entitled for any month in which he or she or the person upon whose wages a wife's or child's benefit is payable rendered services in covered employment for wages of \$15 or more. A deduction equal to the child's benefit is made for any month in which a child over 16 years of age failed to attend school regularly if the Board finds that such attendance was feasible. When the Board is informed that more than one of these or other events specified in the amendments occurs in any month which would occasion deductions equal to a benefit for that month, only an amount equal to the benefit is to be deducted. Deductions will

be made also from any benefit payable with respect to an individual's wages equaling the amount of any lump-sum payment made to that individual under provisions of the act in effect prior to the approval of the amendments. Deductions will be made in amounts and at times determined by the Board.

Comparison of the provisions of the revised plan with those of the 1935 act are best shown by specific examples, which reveal the more liberal benefits in the early years and the additional protection accorded to dependents. Such examples are given in table 2, which utilizes data presented by the Chairman of the Social Security Board at hearings before the Ways and Means Committee of the House of Representatives to illustrate benefit patterns under the original provisions and

**Chart II.—Monthly old-age benefits payable under the 1935 provisions of the Social Security Act and under the 1939 amendments<sup>1</sup> to workers with specified average monthly wages on attaining age 65, 1940-80**



<sup>1</sup> It is assumed, with respect to the amendments, that an individual earns at least \$200 in each year in order to be eligible to receive the 1-percent increment. If this were not the case, the benefit would be somewhat lower.

the 1939 amendments for individuals and for persons with dependent wives or children.

Two facts are immediately apparent:

1. The new schedule provides much more liberal benefits to all persons who qualify for benefits in the early years. This, as has been pointed out, was an important reason for changing the benefit formula. The average-wage base of the revised benefit formula makes possible the immediate payment of significantly larger benefits, which are related to earnings levels and presumptive needs rather than to total earnings and years worked.

2. As the system matures, benefits for annuitants without qualified dependents will be smaller than the benefits such persons would have received under the 1935 act. This change results from the shift in emphasis in the program from the individual to the family. Because it is recognized that the principle of equity must be safeguarded, it may be noted here that, for many years to come, most annuitants, whether or not they have dependents who qualify for benefits, get much more protection than they could have purchased for the amount of their contributions from a private insurance company.

Chart I shows the relation of benefits for annuitants, with and without qualified dependents, at different wage levels under the revised plan as compared with benefits payable to all annuitants under the 1935 act. It is assumed that the employee works steadily in covered employment for the number of years shown. It is obvious that the new plan provides a schedule of benefit payments which is more sensitive to the presumptive needs of the beneficiary, and is more liberal with respect to employees retiring in the early years and to employees with low average earnings. Although the schedules for all the possible years

of coverage are not plotted on this chart, it can be shown that benefits for an individual under the new plan are more liberal than under the old in the early years of the system, and less liberal thereafter. For an employee without qualified dependents whose average wage is \$50 a month, the monthly benefit would be higher under the new plan than under the old if he retired at any time before 1961, i. e., before 25 years of coverage were completed; for such a worker whose average wage is \$100 monthly, the new plan provides more generous benefits for the first 16 years. The period over which the new plan is the more advantageous is lowered as the average monthly wages are increased; this is a logical consequence of the dual emphasis on the early years of the system and on the first \$50 of average monthly wages.

Chart II shows benefits under both the original and the amended provisions for annuitants with and without qualified dependents and with specified wage averages who reach age 65 in different years. In part A of chart II it is assumed that the employee receives \$1,200 a year and is in covered employment every year after 1936; part B assumes \$3,000 of wages each year and covered employment in each year subsequent to 1936. The differences in the formulas are at once apparent: (1) the more generous payments in the early years provided by the new plan, and (2) the "bend" in the formula on aggregate wages over \$45,000 under the old plan.

The revised pattern of old-age benefits is an extension and liberalization of the Federal old-age insurance program. It has been designed to expand the system and to liberalize benefits paid to those who retire in the near future. More significant, its provisions for dependents and dependent survivors, with the emphasis on the family unit, is a progressive step toward a rounded program of social insurance within the structure of a contributory system.

# STATE DIFFERENCES IN CHARACTERISTICS AND AVERAGE TAXABLE WAGES OF COVERED EMPLOYEES, 1937

MERRILL G. MURRAY AND KATHERINE D. WOOD\*

INFORMATION regarding the 1937 wage records of persons covered by title II of the Social Security Act has been presented for the United States as a whole in several articles in earlier issues of the Bulletin,<sup>1</sup> which also contained some reference to interstate differences in taxable earnings. The present discussion will cover in somewhat greater detail information for the various States. Tabulations of the social security account numbers issued have revealed considerable differences in the relative number issued from State to State; but because many account numbers were issued to the unemployed and persons not covered by old-age insurance, the wage records give a truer picture of the variations in coverage among the various States. It was anticipated that wages which were taxable under title VIII of the act would differ among the States but not to the extent which the tabulations reveal. Both the number of persons covered and the amount of their taxable wages influence the relative importance of future old-age insurance payments in different States. Information on taxable wages also gives some indication of differences in the annual wages of workers in the several States. Of course, taxable earnings are limited to wages from covered employment and exclude not only wages from certain types of employment, such as agricultural labor and domestic service in private homes, but also wages above \$3,000 from any one employer in a given year.

## *Coverage of Population by Old-Age Insurance*

The extent to which the population of each State is covered by old-age insurance is significant both in evaluating the scope of this part of the social security program and in determining the possible need for other measures for social security, such as old-age assistance, in States in

which relatively small numbers of persons are covered by old-age insurance.

Since old-age insurance not only excludes certain groups of workers, such as those in domestic service in private homes, but also independent workers such as farmers, wide differences exist among the States in the extent of coverage in relation to population. Measurement of coverage may be made in one of several ways: by taking the number of persons in covered employment in a given year as a percentage of the population of all ages, by taking the covered workers as a percentage of the total gainful workers, or as a percentage of the population aged 15-64. For the purposes of this discussion, the last of these three measurements is used. By selecting this method it is possible to use estimates of population by States for 1937.<sup>2</sup> It is felt that this procedure is preferable to the use of data for gainful workers in 1930, because of the many changes which have taken place since that date both in the number of persons working or seeking work and in their distribution among the States. The effect of such shifts is more difficult to estimate than are population changes. Since for certain purposes, however, the comparison of wage earners in covered employment with gainful workers is more significant, such comparisons will occasionally be made. It should be pointed out that the degree of coverage cannot be determined on the basis of taxable wage reports for any one year. The recent amendments to title II of the Social Security Act impose more serious limitations than heretofore existed upon the use of data for a single year in measuring coverage of the population by old-age insurance. The 1937 wage records are, therefore, only suggestive of the interstate differences which exist largely because of current exceptions to coverage.

The range among States was exceedingly great

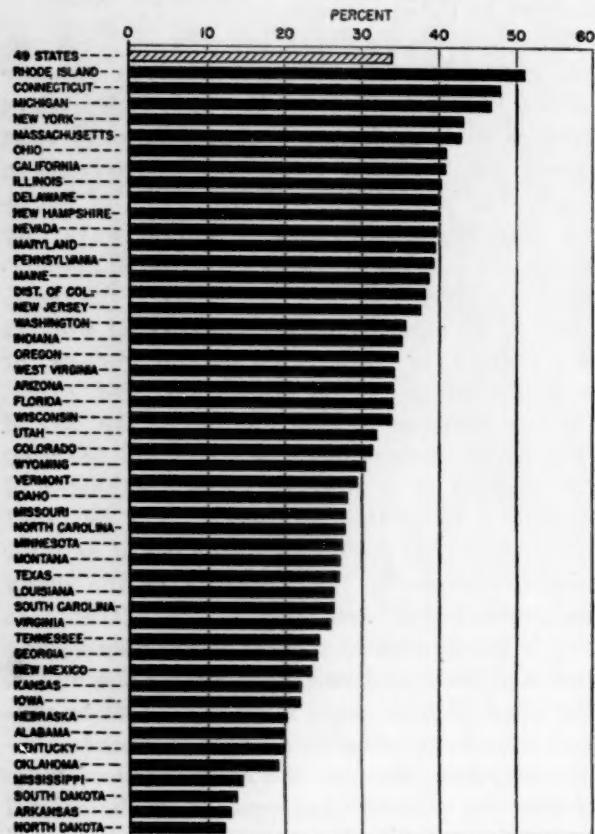
\*Bureau of Old-Age and Survivors Insurance, Analysis Division. Mr. Murray is Assistant Director in charge of Analysis Division.

<sup>1</sup> Social Security Bulletin, Vol. 2, No. 3 (March 1939), pp. 3-9 and pp. 73-81; Vol. 2, No. 4 (April 1939), pp. 3-8; Vol. 2, No. 6 (June 1939), pp. 8-17.

<sup>2</sup> These estimates of the State population by age were made by the Bureau of Research and Statistics, Social Security Board, with the advice of the Bureau of the Census.

in the percentage of the population aged 15-64 which was in covered employment in 1937—from 51.0 percent in Rhode Island to 12.1 percent in North Dakota. The average for the United States was 33.9 percent; 21 States were above this figure, one was the same, and 27 were below. In general,

**Chart I.—Percent of total estimated population aged 15-64 with reported taxable wages, by States,<sup>1</sup> 1937**



<sup>1</sup> Excludes Alaska and Hawaii.

the States in which the percentage of the population in covered employment was low in 1937 were States having relatively large numbers of gainful workers in agriculture in 1930. For example, in Mississippi, South Dakota, Arkansas, and North Dakota 60 percent or more of the gainful workers in 1930 were reported in agriculture. In a ranking of States according to the percentage of the population aged 15-64 in covered employment, these four States were the lowest—all under 15 percent (chart I).

A percentage distribution by States of persons with taxable earnings reported in 1937 and the

corresponding distribution of gainful workers in 1930 may be seen in table 1.

#### **Distribution of Wage Earners by Sex**

Interstate differences in the distribution by sex of workers in covered employment arise both from differences in the industrial characteristics of the various States and from differences in the effect of the occupational exceptions in the several States. In all but six States the percentage of women to total persons for whom taxable wages were reported in 1937 was higher than their percentage among gainful workers in 1930 (table 1). These States are the District of Columbia, Alabama, South Carolina, Mississippi, Louisiana, and Arizona. In a seventh State, Florida, the percentage of women is approximately the same in both categories. The situation in the District of Columbia is peculiar because of the importance of government workers who are not covered by title II of the act. In three of the other States—Mississippi, Alabama, and Louisiana—the low percentage of women among covered wage earners may be partly a reflection of the large number of Negro women and their concentration in domestic service, and, in Mississippi and Alabama, of the relatively large number of women in agriculture.

Even among the States in which the percentage of women among the total earning taxable wages was higher than among gainful workers of 1930, the proportion of women among covered workers varied greatly from State to State. It is clear that the industrial characteristics of the different States are to a large extent responsible for such variations. From an examination of chart II it would appear that the proportion of women to total wage earners with taxable earnings rises in direct ratio to the degree to which women are employed in manufacturing in the State. Thus, for example, there is a high proportion in Rhode Island, Massachusetts, and Connecticut, where many women work in textile factories; in Maine and New Hampshire where they work in shoe factories; in New York, New Jersey, and Maryland where they work in clothing factories; and in Delaware where they work in chemical factories. The high ratio of female workers in some of the Southern States, as for example in North Carolina, Georgia, and Tennessee, is probably explained by the large numbers of girls and women that have been employed in

the new mills invading the South. If an industrial analysis were possible of the workers earning wages covered by the Social Security Act, the reasons for such interstate differences as these could be established with greater certainty.

Table 1.—*Percentage distribution by States, and females and Negroes as percent of total in each State, for employees aged 15-64 with reported taxable wages, 1937, and gainful workers aged 15-64, 1930*

Census region and State	Percentage distribution		Females as per cent of total		Negroes as per cent of total <sup>1</sup>	
	Employees, 1937	Gainful workers, 1930	Employees, 1937	Gainful workers, 1930	Employees, 1937	Gainful workers, 1930
Total, 51 States...	100.0	100.0	27.5	22.4	6.6	11.1
New England:						
Maine.....	.7	.6	30.6	22.9	.2	.2
New Hampshire.....	.5	.4	31.9	26.7	.3	.3
Vermont.....	.3	.3	26.6	20.7	.3	.2
Massachusetts.....	4.4	3.7	33.5	29.7	.8	1.4
Rhode Island.....	.8	.6	37.2	30.1	.7	1.6
Connecticut.....	1.9	1.4	31.4	26.8	1.4	2.2
Middle Atlantic:						
New York.....	13.5	11.5	31.8	26.0	2.8	4.4
New Jersey.....	3.9	3.6	29.2	24.7	5.1	6.3
Pennsylvania.....	9.1	7.7	26.5	22.0	3.8	5.9
East North Central:						
Ohio.....	6.4	5.4	25.5	21.1	4.1	5.7
Indiana.....	2.8	2.5	29.1	19.4	3.9	4.4
Illinois.....	7.5	6.6	29.2	22.9	4.4	5.5
Michigan.....	5.2	4.0	22.6	19.0	4.0	4.4
Wisconsin.....	2.2	2.3	25.8	19.5	.5	.5
West North Central:						
Minnesota.....	1.6	2.0	29.4	20.9	.4	.8
Iowa.....	1.3	1.9	27.7	18.4	1.2	.9
Missouri.....	2.6	3.0	31.2	21.2	6.1	8.1
North Dakota.....	.2	.5	26.4	15.4	.1	.1
South Dakota.....	.2	.5	25.0	15.4	.2	.1
Nebraska.....	.6	1.1	28.0	18.1	2.1	1.5
Kansas.....	.9	1.4	23.0	17.7	3.4	4.4
South Atlantic:						
Delaware.....	.2	.2	28.6	21.8	14.3	16.3
Maryland.....	1.5	1.4	29.4	23.5	15.8	20.3
Dist. of Col.....	.6	.5	31.5	26.8	21.8	30.3
Virginia.....	1.8	1.8	24.8	21.1	24.7	29.3
West Virginia.....	1.4	1.2	15.6	14.7	8.0	8.5
North Carolina.....	2.0	2.3	33.0	24.2	23.1	31.8
South Carolina.....	1.0	1.4	27.1	30.2	26.7	48.9
Georgia.....	1.6	2.3	30.9	27.2	23.5	42.1
Florida.....	1.3	1.2	25.5	27.1	27.1	36.6
East South Central:						
Kentucky.....	1.2	1.8	21.6	16.4	11.7	11.8
Tennessee.....	1.6	1.9	27.8	20.8	18.6	23.3
Alabama.....	1.3	2.0	20.3	24.6	30.7	41.6
Mississippi.....	.6	1.6	20.1	27.2	39.1	57.2
West South Central:						
Arkansas.....	.6	1.3	19.3	17.8	22.0	30.3
Louisiana.....	1.2	1.7	19.6	23.5	30.5	41.9
Oklahoma.....	1.1	1.7	20.9	16.0	8.1	8.6
Texas.....	3.7	4.5	21.6	19.3	11.9	17.5
Mountain:						
Montana.....	.3	.4	19.3	15.3	.3	.3
Idaho.....	.3	.3	21.2	14.2	.2	.2
Wyoming.....	.2	.2	18.3	14.0	.5	.8
Colorado.....	.8	.8	25.7	20.6	1.2	1.6
New Mexico.....	.2	.3	16.5	15.7	1.6	1.0
Arizona.....	.3	.3	17.1	18.3	3.0	3.7
Utah.....	.4	.4	20.0	17.5	.3	.3
Nevada.....	.1	.1	16.1	14.1	.7	.8
Pacific:						
Washington.....	1.4	1.4	25.0	19.7	.3	.6
Oregon.....	.9	.8	25.9	20.5	.1	.3
California.....	6.1	5.2	28.8	22.7	1.1	1.8
Alaska.....	(1)	(1)	12.0	(1)	(1)	(1)
Hawaii.....	(1)	(1)	23.4	(1)	.1	(1)

<sup>1</sup> Races other than Negro or white represent 0.8 and 1.5 percent, respectively, of total employees and of total gainful workers in 51 States. The former includes Indian, Japanese, Chinese, Filipino, Hawaiian, Eskimo, etc.; the latter includes, in addition, Mexicans.

<sup>2</sup> For Alaska and Hawaii percentage of total is 0.1 and 0.4, respectively.

<sup>3</sup> Not available.

<sup>4</sup> Less than 0.5 percent.

Several factors should be mentioned which may affect the number of women earning taxable wages in 1937 and also may help to explain the higher percentage of women among total persons earning taxable wages as compared with the percentage of women among gainful workers in 1930 in many States. Unfortunately the relative importance of each of these factors cannot be measured at this time. First, the occupational exceptions to title II, which have been mentioned as responsible for other interstate differences, may also partially account for the apparently high percentage of women in covered employment in over half of the States. Secondly, changes in the percentage of women in the total working population may have occurred since 1930, these changes being reflected in the number of women for whom taxable wages were reported. Thirdly, the wage reports include all persons who have earned taxable wages during the entire year, whereas the census includes only those persons reported as gainful workers on a given day, with the result that cumulative figures for a year may show a larger proportion of women wage earners than would be shown at any given date because of the possible greater intermittency of women than of men in covered employment and in the labor market in general.

From the standpoint of future benefits it should be noted that the eligibility requirements of the recent amendments may reduce considerably the number of women who will be entitled to primary insurance benefits. Thus many women may not be able to qualify for such benefits because of the eligibility requirements as to calendar quarters of coverage.<sup>3</sup> Variations in the work-pattern of women in different States may alter the interstate differences in the proportion of women who eventually qualify as compared with the proportion of women earning wages in covered employment in any one year.

#### Distribution of Wage Earners by Race

The distribution by race of persons for whom taxable wages were reported in 1937 differs widely from State to State as would be anticipated merely from differences in the race or color distribution of the population of the States. Nevertheless in all States white wage earners were a majority of the

<sup>3</sup> For a discussion of the amended eligibility requirements see pp. 8-10 of this issue. It should be noted, however, that the amendments institute benefits payable under certain specified circumstances to the wives, widows, and dependent children of insured workers.

total earning taxable wages in 1937; in only six States did Negroes constitute as much as one-fourth of the total—Mississippi, Alabama, Louisiana, Florida, South Carolina, and Virginia (chart III). Races other than white<sup>4</sup> and Negro accounted for an insignificant percentage of all wage earners for whom taxable earnings were reported except in Alaska, Arizona, California, Hawaii, Nevada, New Mexico, and Texas.

The relative importance of Negroes in each State and the actual numbers by States of all Negroes earning taxable wages in the United States may be seen in chart III. Thus the actual number of Negroes earning taxable wages in 1937 was as great in New York as in 5 of the Southern States. North Carolina and Texas had the largest number of Negroes earning taxable wages, but the proportion of Negro workers to total workers in those States was lower than for several other Southern States. The 17 South Atlantic, East South Central, and West South Central States accounted for over two-thirds of the Negroes for whom wage reports were made in 1937; 6 other States—Illinois, Michigan, New Jersey, New York, Ohio, and Pennsylvania—accounted for most of the remaining third.

In 16 States the percentage of Negro workers to all workers with taxable wages was higher than for the United States as a whole, which was 6.6 percent. In 17 States Negro workers represented less than 1 percent of the total workers. Negro men were not only more numerous than Negro women but also represented a larger proportion of all men than Negro women represented of all women.

#### *Age of Wage Earners in Covered Employment*

The age of persons in covered employment in the United States in 1937 was discussed in the June issue of the Bulletin. In order to simplify comparisons, only the median age of wage earners by sex is presented here to give some indication of the interstate differences in the age of persons in covered employment in 1937.<sup>5</sup>

In every State the median age<sup>6</sup> of the women earning taxable wages was several years lower

<sup>4</sup> Mexicans are included with "white" in Social Security Board data but were included with "other" races in the 1930 Census of Population.

<sup>5</sup> More complete data on the age distribution of covered workers is necessary to a fuller interpretation of the differences among the States. Such data are available and may be obtained from the Bureau of Old-Age and Survivors Insurance.

<sup>6</sup> Median ages calculated on distribution of persons 15-64 years of age are used throughout this discussion.

than the median age of the men, reflecting the greater concentration of women in covered employment in the younger age groups (table 2). The median age of the men ranged from 35.2 years in Alaska and 35 years in New York to 29.1

**Table 2.—Median age of employees aged 15-64 with reported taxable wages, 1937, and of gainful workers aged 15-64, 1930, by States and sex**

Census region and State	Median age						Difference between employees and gainful workers <sup>1</sup> (years)	
	Male		Female		Male	Female		
	Employees, 1937	Gainful workers, 1930	Employees, 1937	Gainful workers, 1930				
Total, 51 States <sup>2</sup>	33.4	(*)	28.1	(*)	-----	-----	-----	
Total, 49 States (Excl. Alaska and Hawaii)	33.4	36.3	28.1	29.2	-2.9	-1.1	-----	
New England:								
Maine	34.1	38.7	30.1	31.7	-4.6	-1.6		
New Hampshire	34.3	38.8	29.9	31.5	-4.5	-1.6		
Vermont	33.7	38.0	28.4	31.9	-4.3	-1.8		
Massachusetts	34.8	37.7	29.1	29.7	-3.1	-1.6		
Rhode Island	34.5	36.8	28.6	28.2	-2.3	+4		
Connecticut	34.4	37.1	27.2	27.6	-2.7	-4		
Middle Atlantic:								
New York	35.0	36.4	28.4	28.2	-1.4	+2		
New Jersey	33.9	36.4	27.0	27.1	-2.5	-1		
Pennsylvania	34.2	36.7	27.1	27.1	-2.5	0		
East North Central:								
Ohio	34.1	37.3	28.1	29.4	-3.2	-1.3		
Indiana	33.2	37.5	28.3	29.9	-4.3	-1.6		
Illinois	34.3	36.7	28.1	28.4	-2.4	-3		
Michigan	33.8	36.2	27.0	28.5	-2.4	-1.8		
Wisconsin	33.7	36.7	28.0	27.8	-3.0	+2		
West North Central:								
Minnesota	33.5	37.2	27.7	28.3	-3.7	-1.4		
Iowa	33.0	37.3	27.9	29.4	-4.3	-1.5		
Missouri	33.7	37.1	28.7	29.9	-3.4	-1.2		
North Dakota	32.0	35.9	26.3	26.2	-3.9	+1		
South Dakota	32.4	36.4	26.7	27.9	-4.0	-1.2		
Nebraska	32.7	36.4	27.7	28.7	-3.7	-1.0		
Kansas	32.3	37.2	27.5	30.0	-4.9	-2.5		
South Atlantic:								
Delaware	33.3	36.8	28.2	32.9	-3.5	-4.7		
Maryland	32.7	35.8	27.8	29.8	-3.1	-2.0		
Dist. of Col.	31.9	36.2	28.8	33.7	-4.3	-4.9		
Virginia	31.1	35.2	27.6	30.0	-4.1	-2.4		
West Virginia	33.0	35.6	26.2	28.7	-2.6	-2.8		
North Carolina	29.9	33.0	27.4	27.5	-3.1	-1		
South Carolina	29.1	32.7	26.8	28.4	-3.6	-2.4		
Georgia	31.2	33.3	27.4	29.3	-2.1	-1.9		
Florida	31.8	35.6	28.3	31.6	-3.8	-3.3		
East South Central:								
Kentucky	32.8	35.9	28.4	32.2	-3.1	-1.8		
Tennessee	31.4	34.9	28.0	30.0	-2.6	-2.0		
Alabama	31.4	33.5	27.5	29.1	-2.1	-1.8		
Mississippi	26.9	33.5	27.0	29.7	-3.6	-2.7		
West South Central:								
Arkansas	31.6	35.0	27.6	30.2	-3.4	-2.8		
Louisiana	31.9	34.1	27.4	30.0	-2.2	-2.8		
Oklahoma	32.4	34.9	27.9	29.8	-2.5	-1.9		
Texas	31.6	34.2	27.6	29.4	-2.6	-1.8		
Mountain:								
Montana	33.6	39.1	26.7	30.8	-5.5	-4.1		
Idaho	31.9	37.7	26.5	30.2	-5.8	-3.7		
Wyoming	32.4	36.6	26.9	31.4	-4.3	-4.5		
Colorado	32.6	37.5	28.3	32.2	-4.9	-3.9		
New Mexico	30.6	35.4	26.6	30.9	-4.8	-4.3		
Arizona	31.2	35.4	27.9	31.8	-4.2	-3.9		
Utah	31.6	35.7	25.2	27.4	-4.1	-2.2		
Nevada	34.2	39.4	29.2	34.1	-5.2	-4.9		
Pacific:								
Washington	34.4	38.9	29.2	32.2	-4.5	-3.0		
Oregon	33.9	38.9	29.3	32.8	-5.0	-3.5		
California	33.7	37.7	30.3	33.8	-4.0	-3.5		
Alaska	35.2	(*)	30.6	(*)	-----	-----		
Hawaii	29.0	(*)	24.2	(*)	-----	-----		

<sup>1</sup> Computed by subtracting median age of gainful workers from that of employees.

<sup>2</sup> Not available.

years in South Carolina and 29.0 years in Hawaii—a difference of approximately 6 years. The difference in the median age of women in the various States was also approximately 6 years, ranging from 30.6 years in Alaska and 30.3 years in California to 25.2 years in Utah and 24.2 years in Hawaii. Except for Alaska and Hawaii, which were high and low, respectively, in the median age of both the men and the women, the States ranked rather differently according to the median age of men as compared with women. To some extent, of course, the State differences in the age of covered wage earners reflect State differences in the age of the entire population and more especially of gainful workers. The median age of persons in covered employment in 1937 and of gainful workers in 1930 for each State may be seen in table 2.

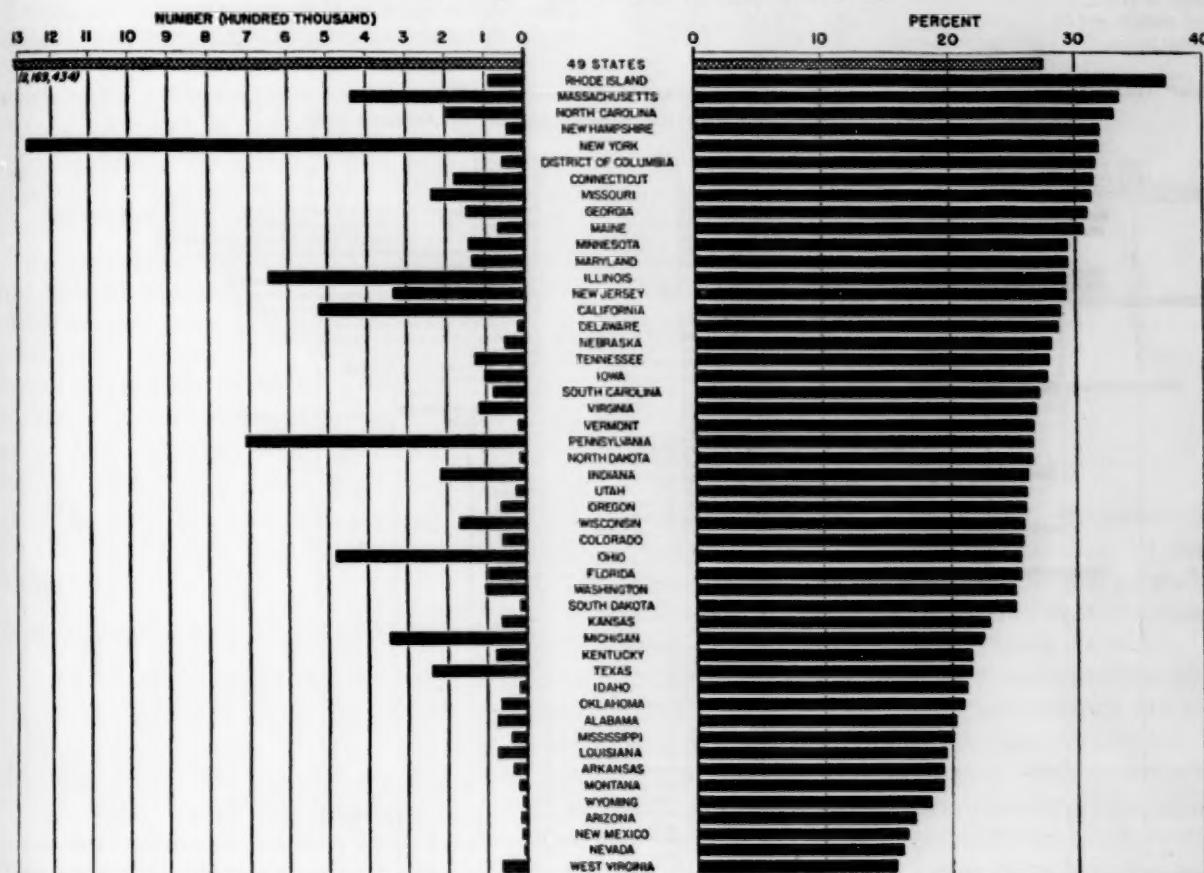
The difference between the average age of covered workers in 1937 and of gainful workers

in 1930 is not uniform among the States and does not appear to follow any particular pattern except that for both men and women the range is narrower in New England, New York, and New Jersey than in the country as a whole, as would be expected from the fact that, in general, these are States in which relatively large percentages of all gainful workers appeared to be in covered employment in 1937. Both the men and the women in covered employment, however, were younger in most States than gainful workers as a whole. Only when current data for both covered and noncovered workers are available for the same year can the extent of the differences and the reasons for them be accurately determined.

#### *State Differences in Taxable Wages*

Average annual taxable wages reported varied widely from State to State, as has already been noted in earlier issues of the Bulletin. The

**Chart II.—Number of female employees aged 15–64 with reported taxable wages and ratio (percent) to all employees aged 15–64 with reported taxable wages, by States,<sup>1</sup> 1937**



<sup>1</sup> Excludes Alaska and Hawaii.

extent of such State variations for persons 15-64 years of age may be seen in chart IV, in which the States are ranked according to the average taxable wages reported for workers of both sexes in 1937. Michigan ranked first, with an average of \$1,110; New York, Ohio, Illinois, Connecticut, and New Jersey were next in order, each with average taxable earnings of \$1,000 or slightly more. In 13 States the averages were above the average of \$899 for all States, and the remaining 35 States were below this average. It should be noted that the use of any average in describing the earnings of individuals is subject to serious limitations but is necessary in order to make comparisons of many areas.

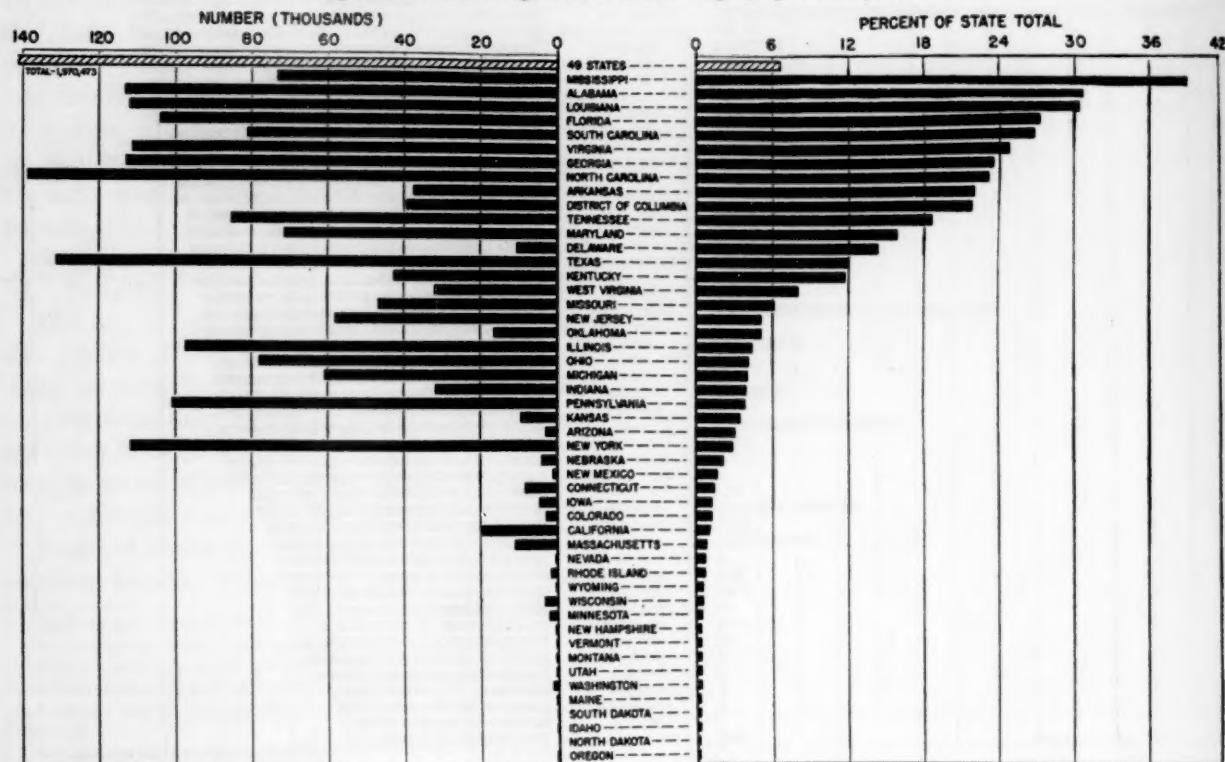
The actual distribution of individuals by amount of annual taxable earnings was presented in the April issue of this Bulletin<sup>7</sup> and recourse may be had to those figures in order to explore further the interstate differences revealed by the averages presented here. In general it should be

<sup>7</sup> Distributions of earnings for each State by sex may be secured from the Bureau of Old-Age and Survivors Insurance. The data published in the April *Bulletin* did not include a distribution of wage earners by amount of earnings by sex.

noted that the arithmetic mean, which is the average used here, is higher for each State than the median; the mean for the United States for persons of all ages is \$890 as against a median of \$723. Furthermore, differences in the distribution of individuals according to the amount of their taxable earnings are sufficiently great to alter somewhat the ranking of the States when the basis is medians rather than means. For example, New York ranked second according to the mean but fifth according to the median; Connecticut fifth and third, respectively; Rhode Island was above the United States average according to the median but below it according to the mean.

Several factors are responsible for these inter-state variations in the taxable earnings of persons in covered employment in 1937. These factors include differences in the number of weeks or months in which individual wage earners were engaged in covered employment; differences in the extent to which such employment was part-time or full-time; geographical differences in wage rates; differences in the proportion of women or of Negroes to the total; and differences in the indus-

**Chart III.—Number of Negro employees aged 15-64 with reported taxable wages and ratio (percent) to all employees aged 15-64 with reported taxable wages, by States,<sup>1</sup> 1937**



<sup>1</sup> Excludes Alaska and Hawaii.

trial and occupational distribution of the wage earners, as well as in their age distribution. Some of these factors are interrelated—for example, wage rates and occupational or industrial distribution of wage earners. Wage rates may differ among the States even for the same occupation or industry. From data now available, the only factors which can be measured statistically are the sex, color, and age of the wage earners for whom taxable earnings were reported. Information from the census of population provides some data on industrial and occupational differences for gainful workers; by inference this information helps to explain State differences in earnings from covered employment. In later years industrial data may be available from the tabulation of wage records and, if it is, will provide direct measurements of differences which arise from industrial distribution of wage earners covered in each State.

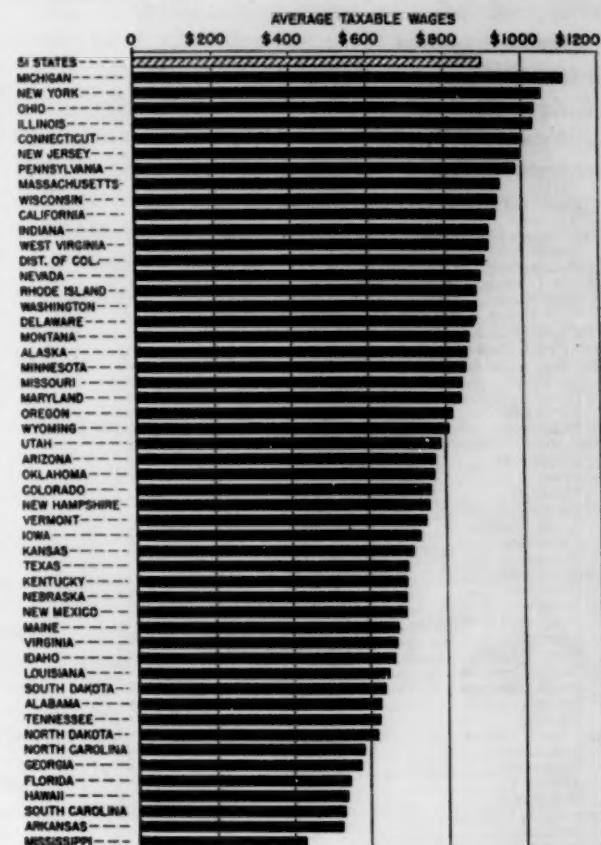
When the States are grouped into the traditional regional groupings used by the census, the average earnings within several regions are found to vary widely. Thus, in New England, the range in average annual wage was from \$672 in Maine to \$1,001 in Connecticut; in the West North Central States, the range was from \$617 in North Dakota to \$852 in Minnesota; in the South Atlantic States, the average was \$531 in South Carolina and \$880 in Delaware. Mississippi had a much lower average than the other States in the East South Central region, with \$429 as contrasted with \$685 in Kentucky. The West South Central States ranged from \$525 in Arkansas to \$769 in Oklahoma. Earnings in the Mountain States ranged from \$663 in Idaho to \$892 in Nevada. Average earnings in the other regions were fairly even. The differences in the average earnings even in neighboring States were frequently considerable; they show an even greater range when the earnings of men and women are taken separately.

#### *State Differences in Wages of Men and Women*

In all States, average taxable wages of men in 1937 were uniformly higher than those of women, although the amount of the difference varied from State to State. Average earnings of men ranged from \$1,266 in Michigan to \$461 in Mississippi; those of women, from \$682 in New York to \$302 in Mississippi and \$286 in Hawaii. In 14 States the average earnings of men were

above the average for all men in covered employment in the United States, and in only 10 States were the averages for women above the average for all women in the United States. In 4 States—Pennsylvania, Wisconsin, Indiana, and Delaware—the average earnings of men were above the combined average for all States, but for the women in these same States they were below the corre-

Chart IV.—*Average taxable wages reported for employees aged 15-64, by States, 1937*



sponding average. With a few exceptions the States in which the average earnings of both men and women were below the corresponding averages in the United States were Southern, Midwestern, and Mountain States (table 3).

Not only is the range of interstate differences greater when measured by the average for men and women separately, but the distribution by sex of the wage earners having taxable earnings is an important factor in the ranking of the States according to the average earnings of all covered wage earners. West Virginia is perhaps the most conspicuous example of this fact, for the average

taxable earnings of men and women, taken separately, are below the corresponding averages for the United States as a whole, whereas the average computed for all covered wage earners in the State places West Virginia above the United States average. The reason for this variation lies in the preponderance of men in covered employ-

ment in West Virginia—approximately 85 percent as compared with 72.5 percent for the United States. This example shows clearly the importance of the analysis of earnings for men and women separately in considering interstate differences.

The extent of the difference between the average taxable earnings of men and women in

Table 3.—Average reported taxable wages in 1937 of employees aged 15-64, by States, sex, and color

Census region and State	Average reported taxable wages									Ratio (percent) of average wages of—		
	Total			Male			Female			Female to male	Negro to white	
	Total <sup>1</sup>	White	Negro	Total <sup>1</sup>	White	Negro	Total <sup>1</sup>	White	Negro		Male	Female
	\$890	\$936	\$430	\$1,040	\$1,092	\$466	\$530	\$543	\$251	51.0	42.7	46.2
Total, 51 States												
New England												
Maine	913	915	617	1,081	1,086	664	569	570	385	52.6	61.1	67.5
New Hampshire	672	673	(2)	784	786	(1)	416	416	(1)	53.1	(2)	(2)
Vermont	755	757	(2)	878	879	(2)	494	494	(2)	56.3	(2)	(2)
Massachusetts	746	747	(2)	859	860	(2)	434	434	(2)	50.5	(2)	(2)
Rhode Island	944	947	614	1,123	1,129	666	589	590	389	52.4	59.0	65.9
Connecticut	881	884	521	1,075	1,081	539	555	555	(2)	51.6	49.9	(2)
Middle Atlantic	1,001	1,006	663	1,178	1,187	707	615	616	392	52.2	59.6	63.8
New York	1,021	1,036	626	1,191	1,213	681	618	623	392	51.9	56.1	62.9
New Jersey	1,052	1,065	622	1,225	1,244	678	682	687	441	55.7	54.5	64.2
Pennsylvania	1,000	1,025	545	1,172	1,210	590	583	591	306	49.7	48.8	51.8
East North Central	985	997	677	1,151	1,170	736	520	524	363	45.2	62.9	60.3
Ohio	1,025	1,039	686	1,192	1,213	753	554	559	346	46.5	62.1	61.9
Indiana	912	921	677	1,072	1,089	732	460	463	341	46.0	56.3	61.3
Illinois	1,030	1,050	614	1,212	1,238	705	589	598	348	48.6	56.9	58.2
Michigan	1,110	1,121	856	1,266	1,285	907	572	575	383	45.2	70.6	66.6
Wisconsin	937	938	763	1,085	1,087	812	513	514	(2)	47.3	74.7	(2)
West North Central	786	796	488	913	928	526	467	470	311	51.2	56.7	66.2
Minnesota	852	854	546	996	1,000	584	505	506	(2)	50.7	58.4	(2)
Iowa	730	733	545	852	856	599	413	414	(2)	48.5	70.0	(2)
Missouri	843	867	480	994	1,032	519	508	516	312	51.1	50.3	60.5
North Dakota	617	618	(2)	700	701	(2)	385	385	(2)	55.0	(2)	(2)
South Dakota	638	639	(2)	724	726	(2)	379	379	(2)	52.3	(2)	(2)
Nebraska	696	701	496	797	804	542	435	437	(2)	54.6	67.4	(2)
Kansas	712	720	487	812	825	509	376	378	(2)	46.3	61.7	(2)
South Atlantic	683	777	330	785	913	365	415	456	191	52.9	40.0	41.9
Delaware	880	970	341	1,045	1,151	430	468	525	102	44.8	37.4	19.4
Maryland	840	912	457	997	1,009	532	464	501	157	46.5	48.4	31.3
District of Columbia	901	1,015	496	1,042	1,224	523	594	626	384	57.0	42.7	61.3
Virginia	669	777	342	770	901	388	395	452	200	51.3	43.1	44.2
West Virginia	912	919	838	996	1,009	862	459	463	277	46.1	85.4	59.8
North Carolina	582	674	278	670	792	302	404	450	218	60.3	38.1	48.4
South Carolina	531	642	227	586	752	240	384	417	129	65.5	31.9	30.9
Georgia	574	675	244	661	804	270	378	424	149	57.2	33.6	35.1
Florida	545	654	255	617	772	272	337	370	155	54.6	35.2	41.9
East South Central	617	698	342	687	800	365	383	411	174	55.7	45.6	42.3
Kentucky	697	736	406	777	823	451	409	432	176	52.6	54.8	40.7
Tennessee	622	690	327	711	806	358	390	418	179	54.9	44.4	42.5
Alabama	625	725	399	687	832	420	382	413	183	55.6	50.5	44.3
Mississippi	429	553	236	461	641	243	302	330	139	65.5	37.9	42.1
West South Central	687	759	314	769	868	328	376	394	191	48.9	37.8	48.5
Arkansas	525	592	290	577	671	298	307	318	191	53.2	44.4	60.1
Louisiana	648	706	310	712	908	326	385	427	183	54.1	35.9	42.9
Oklahoma	769	799	281	864	902	296	412	421	170	47.7	32.8	40.4
Texas	700	761	328	791	874	343	373	387	200	47.2	39.2	51.7
Mountain	769	774	432	870	879	458	402	404	273	46.2	52.1	67.6
Montana	861	865	(2)	958	963	(2)	456	457	(2)	47.6	(2)	(2)
Idaho	663	665	(2)	753	756	(2)	330	330	(2)	43.8	(2)	(2)
Wyoming	806	810	(2)	907	913	(2)	355	355	(2)	39.1	(2)	(2)
Colorado	758	762	499	872	879	557	430	432	(2)	49.3	63.4	(2)
New Mexico	695	705	(2)	763	778	(2)	352	353	(2)	46.1	(2)	(2)
Arizona	771	786	379	844	869	391	415	420	(2)	49.2	45.0	(2)
Utah	786	785	(2)	933	933	(2)	366	367	(2)	39.2	(2)	(2)
Nevada	892	899	(2)	966	975	(2)	506	507	(2)	82.4	(2)	(2)
Pacific	911	926	533	1,060	1,081	569	526	531	377	49.6	52.6	71.0
Washington	881	885	521	1,017	1,022	551	473	475	(2)	46.5	53.9	(2)
Oregon	817	819	(2)	945	949	(2)	448	449	(2)	47.4	(2)	(2)
California	921	951	533	1,086	1,116	571	546	553	377	50.3	51.2	68.2
Alaska	857	1,009	(2)	926	1,094	(2)	346	403	(2)	37.4	(2)	(2)
Hawaii	538	1,011	(2)	615	1,177	(2)	286	547	(2)	46.5	(2)	(2)

<sup>1</sup> Includes "other" races with an average wage of \$522 and a range for male and female, respectively, of \$399 in Texas to \$1,055 in Indiana and \$204 in Texas to \$459 in New York.

<sup>2</sup> Not computed, because less than 1,000 employees.

the several States may be measured by the ratio of the average for the women to the average for the men in a given State. This ratio varied from 65.5 in South Carolina and Mississippi to 37.4 in Alaska and 39.1 in Wyoming.

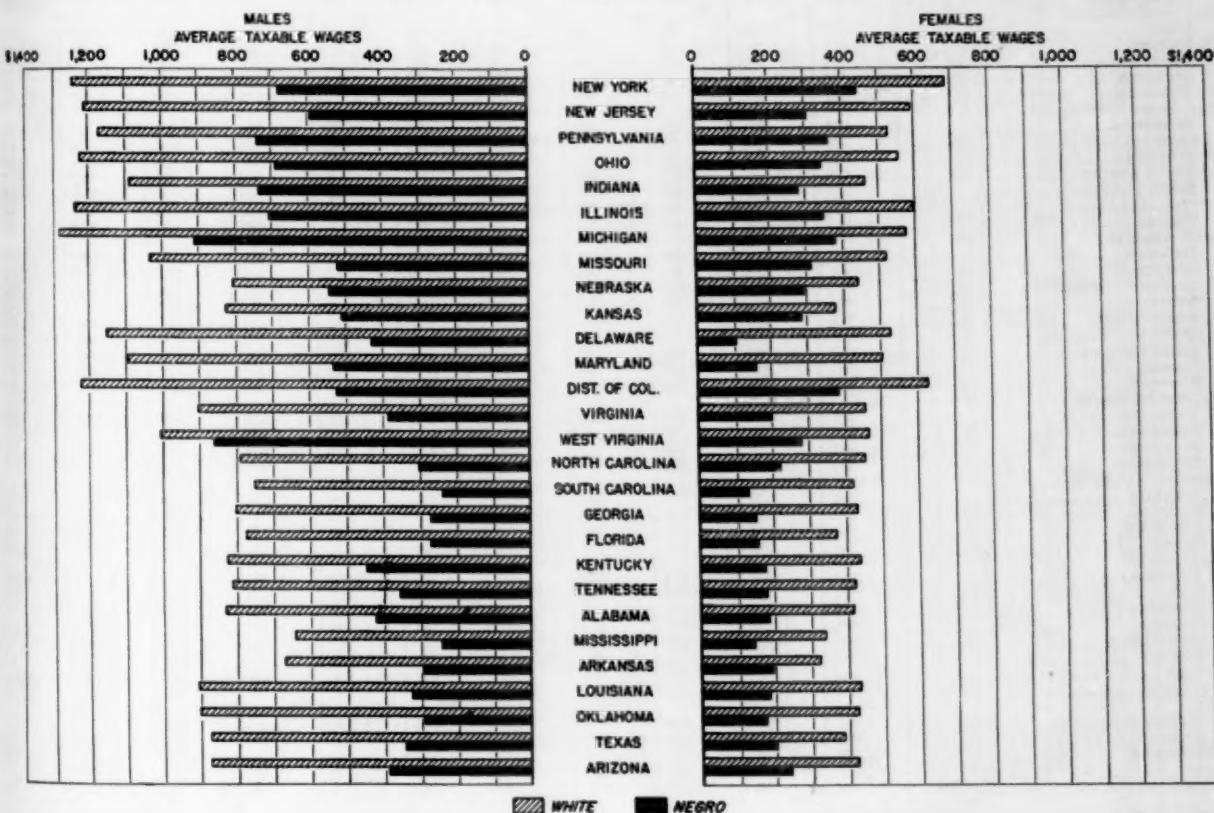
Twenty-two States were above the average for the United States—51.0 percent—in the ratio of women's to men's average earnings. Among these 22 States were 5 New England States, 1 Middle Atlantic, 4 West North Central, 5 South Atlantic, 4 East South Central, 2 West South Central, and 1 Mountain State. The States in which women's average taxable earnings in relation to men's are above the ratio for the country as a whole are thus widely scattered. Further analysis must be made of the occupational and industrial distribution of both the men and women in each State and of many other factors before the reasons for these interstate differences in the relationship of men's and women's average earnings can be definitely determined.

One of the factors which should not be lost sight

of in considering the differences between the earnings of men and women and the interstate variations in such earnings is the difference in the age distribution of workers of each sex. Since earnings tend to increase with the increase in age up to middle age, the large number of young persons among the women would tend to lower average earnings for all women. It should be noted, however, that the earnings of women show less of an increase with the increase in age than do those of men. This was the case not only for the United States as a whole but for most of the States.

The interstate differences in the relationship of age to the earnings of men and women can be most readily seen by selection of the age group having the highest average earnings. In almost two-thirds of the States the maximum average earnings for men were at the ages 40–44; in most of the other States the maximum for the men was among those 45–49 years of age. For the women, however, the interstate variations in the age group having the highest earnings were conspicuous, as

**Chart V.—Average taxable wages reported for employees aged 15–64, by sex and color, for selected States, 1937<sup>1</sup>**



<sup>1</sup> States in which Negro employees were 2.0 percent or more of total number.

may be seen in table 4. Although women 40-44 years of age had the highest earnings for the United States as a whole, in particular States the group with the highest earnings varied from 30-34 years to 60-64. In 12 States the women 40-44 years of age had the highest average earnings, in 9 States it was the 35-39 year group, and in another 9 the 45-49 year group. It should be noted perhaps that averages were calculated only for an age group with a minimum of 1,000 wage earners of each sex. This limitation affects a

number of age groups of women in several States, so that no average is presented for them. Even with allowances for this factor, however, the inter-state variations for the women are considerably greater than for the men.

#### Race Differences in Taxable Wages in the States

The taxable wages of persons of races other than white were considerably lower, on the average, than the earnings of white wage earners in every State; the earnings of Negroes were in most States

Table 4.—Average reported taxable wages in 1937 of male employees aged 15-64, by States and age group

[Italic figures indicate highest average among age groups in given State]

Census region and State	Average reported taxable wages of male employees aged—										
	All ages	15-19	20-24	25-29	30-34	35-39	40-44	45-49	50-54	55-59	60-64
Total, 51 States.....	\$1,040	\$277	\$656	\$960	\$1,188	\$1,287	\$1,548	\$1,834	\$1,280	\$1,215	\$1,134
New England:											
Maine.....	784	228	499	735	887	981	1,096	991	964	917	887
New Hampshire.....	878	275	581	849	1,010	1,089	1,158	1,088	1,025	977	945
Vermont.....	859	240	531	818	996	1,069	1,110	1,121	1,054	1,001	955
Massachusetts.....	1,123	303	692	1,026	1,270	1,408	1,440	1,428	1,332	1,312	1,294
Rhode Island.....	1,075	353	688	1,001	1,213	1,351	1,380	1,337	1,287	1,258	1,231
Connecticut.....	1,178	333	799	1,124	1,352	1,448	1,494	1,454	1,421	1,371	1,326
Middle Atlantic:											
New York.....	1,225	325	718	1,117	1,391	1,510	1,580	1,518	1,451	1,379	1,314
New Jersey.....	1,172	337	741	1,117	1,366	1,465	1,495	1,452	1,396	1,317	1,271
Pennsylvania.....	1,151	350	767	1,092	1,310	1,400	1,483	1,415	1,365	1,301	1,231
East North Central:											
Ohio.....	1,197	330	705	1,125	1,359	1,453	1,500	1,486	1,427	1,345	1,263
Indiana.....	1,072	285	730	1,025	1,242	1,327	1,367	1,334	1,274	1,185	1,088
Illinois.....	1,212	322	765	1,126	1,406	1,481	1,529	1,506	1,443	1,372	1,298
Michigan.....	1,266	395	918	1,216	1,428	1,521	1,585	1,497	1,427	1,322	1,221
Wisconsin.....	1,085	265	680	1,007	1,231	1,355	1,404	1,363	1,298	1,226	1,161
West North Central:											
Minnesota.....	996	230	588	901	1,130	1,260	1,337	1,311	1,244	1,160	1,104
Iowa.....	852	197	512	816	1,019	1,108	1,148	1,106	1,043	954	877
Missouri.....	994	259	599	896	1,122	1,234	1,284	1,281	1,225	1,154	1,111
North Dakota.....	700	158	377	637	796	890	999	1,004	936	883	846
South Dakota.....	724	148	414	697	883	947	956	954	900	810	826
Nebraska.....	797	162	449	741	945	1,033	1,097	1,081	1,024	966	931
Kansas.....	812	166	478	787	985	1,083	1,110	1,058	988	907	861
South Atlantic:											
Delaware.....	1,045	266	645	965	1,189	1,308	1,381	1,384	1,320	1,287	1,197
Maryland.....	997	312	686	964	1,157	1,189	1,300	1,287	1,242	1,160	1,087
District of Columbia.....	1,042	276	623	962	1,210	1,296	1,373	1,390	1,346	1,333	1,262
Virginia.....	770	222	494	734	909	976	1,037	1,046	1,007	974	933
West Virginia.....	996	337	696	941	1,124	1,205	1,250	1,224	1,172	1,116	1,012
North Carolina.....	670	236	451	654	801	862	930	928	883	825	809
South Carolina.....	588	204	388	593	721	779	815	848	813	788	761
Georgia.....	661	181	431	668	764	817	901	919	894	854	839
Florida.....	617	154	372	559	720	795	859	859	801	754	740
East South Central:											
Kentucky.....	777	290	488	724	905	965	1,000	971	956	901	888
Tennessee.....	711	193	457	677	833	895	923	966	919	901	859
Alabama.....	687	198	434	616	788	858	938	949	923	916	883
Mississippi.....	461	183	263	426	567	611	650	688	688	660	651
West South Central:											
Arkansas.....	577	142	339	531	652	751	792	777	745	699	707
Louisiana.....	712	168	412	649	842	921	979	944	927	903	877
Oklahoma.....	864	168	481	787	1,015	1,135	1,194	1,150	1,070	982	866
Texas.....	791	168	487	749	963	1,034	1,075	1,039	981	896	838
Mountain:											
Montana.....	958	246	607	905	1,096	1,160	1,217	1,208	1,166	1,120	1,114
Idaho.....	753	207	507	733	894	959	962	948	912	890	851
Wyoming.....	907	233	574	870	1,074	1,162	1,173	1,179	1,094	1,061	(1)
Colorado.....	872	222	538	818	1,001	1,191	1,158	1,162	1,121	1,082	1,033
New Mexico.....	763	204	503	765	921	973	992	994	948	933	(1)
Arizona.....	844	215	583	831	967	1,063	1,068	1,068	1,085	994	989
Utah.....	933	226	587	901	1,103	1,207	1,246	1,267	1,233	1,180	1,113
Nevada.....	966	292	697	1,002	1,132	1,188	1,114	1,103	1,070	1,057	(1)
Pacific:											
Washington.....	1,017	247	624	937	1,149	1,248	1,298	1,279	1,222	1,173	1,061
Oregon.....	948	253	588	855	1,080	1,177	1,209	1,188	1,155	1,088	995
California.....	1,086	263	683	1,009	1,250	1,335	1,383	1,359	1,297	1,242	1,136
Alaska.....	926	286	655	862	963	1,018	1,143	1,183	1,098	1,035	(1)
Hawaii.....	615	203	470	849	749	824	873	940	896	839	773

<sup>1</sup> Not computed, because less than 1,000 employees.

below those of "other" races.<sup>8</sup> These racial differences exist for both men and women wage earners (table 3). The range in the difference between the average earnings of Negro as compared with white wage earners varied from State to State; the differences were smaller in Northern than in Southern States, especially for men. Thus the average for both white and Negro men was highest in Michigan—\$1,285 and \$907, re-

spectively, a difference of \$378; they were lowest in Mississippi—\$641 for white men as compared with \$243 for Negro men, a difference of \$398. The relative difference between the white and Negro men was obviously much greater in Mississippi than in Michigan, the respective ratios of Negro to white average earnings for men being 37.9 and 70.6 percent in the two States. These figures are cited merely as examples of the geographical variation in racial differences.

This color or race differential is reflected also in

<sup>8</sup> Races other than Negro or white include Indian, Japanese, Chinese, Filipino, Hawaiian, Eskimo, etc. Mexicans are included with "white."

Table 5.—Average reported taxable wages in 1937 of female employees aged 15-64, by States and age group

[Italic figures indicate highest average among age groups in given State]

Census region and State	Average reported taxable wages of female employees aged—										
	All ages	15-19	20-24	25-29	30-34	35-39	40-44	45-49	50-54	55-59	60-64
	\$530	\$242	\$453	\$575	\$634	\$649	\$659	\$653	\$646	\$634	\$618
Total, 51 States											
New England:											
Maine	416	193	352	442	494	509	500	496	487	465	455
New Hampshire	404	216	421	524	583	608	620	586	567	556	(1)
Vermont	434	175	358	476	534	556	564	561	(1)	(1)	(1)
Massachusetts	589	281	496	619	688	714	711	702	711	730	728
Rhode Island	555	331	508	581	622	628	641	647	674	653	676
Connecticut	615	306	555	673	731	747	748	754	763	775	770
Middle Atlantic:											
New York	682	313	558	752	838	845	829	802	779	759	703
New Jersey	583	321	551	667	723	675	667	661	658	637	632
Pennsylvania	520	267	453	576	638	642	655	657	660	641	616
East North Central:											
Ohio	551	247	470	593	653	664	671	677	685	660	639
Indiana	460	215	408	510	564	558	544	530	508	488	459
Illinois	589	271	534	647	651	701	722	737	698	709	709
Michigan	572	281	527	629	690	699	697	689	670	643	618
Wisconsin	513	230	453	570	621	621	604	583	584	551	545
West North Central:											
Minnesota	505	211	421	548	614	638	639	636	631	618	616
Iowa	413	176	354	457	511	515	519	522	510	484	472
Missouri	508	252	425	529	598	612	624	630	631	617	613
North Dakota	385	147	321	417	503	526	(1)	(1)	(1)	(1)	(1)
South Dakota	379	142	326	423	476	497	488	(1)	(1)	(1)	(1)
Nebraska	438	171	356	466	533	559	574	575	589	571	(1)
Kansas	376	128	298	412	491	496	517	520	534	491	(1)
South Atlantic:											
Delaware	468	188	425	507	569	590	614	585	(1)	(1)	(1)
Maryland	464	262	442	519	552	529	522	519	504	468	
District of Columbia	594	260	457	598	687	718	759	827	804	827	(1)
Virginia	395	165	325	459	495	485	485	480	483	470	460
West Virginia	459	244	406	506	573	584	593	585	598	629	(1)
North Carolina	404	199	371	446	488	486	488	483	462	446	393
South Carolina	384	206	342	416	460	467	497	519	505	(1)	(1)
Georgia	378	179	324	404	459	465	503	501	520	580	(1)
Florida	337	144	279	340	410	424	442	455	426	438	(1)
East South Central:											
Kentucky	409	183	343	428	494	496	512	516	506	541	(1)
Tennessee	390	166	325	417	474	477	481	507	500	494	(1)
Alabama	382	162	314	406	460	480	513	547	527	566	(1)
Mississippi	302	121	251	316	386	405	408	417	(1)	(1)	(1)
West South Central:											
Arkansas	307	94	235	343	407	428	426	402	(1)	(1)	(1)
Louisiana	385	153	311	413	457	495	530	545	566	545	(1)
Oklahoma	412	125	209	444	533	581	585	584	558	(1)	(1)
Texas	373	132	298	408	472	494	504	519	511	507	505
Mountain:											
Montana	456	191	391	493	582	597	625	610	(1)	(1)	(1)
Idaho	330	140	303	383	393	411	441	412	(1)	(1)	(1)
Wyoming	355	156	300	389	(1)	(1)	(1)	(1)	(1)	(1)	(1)
Colorado	430	176	349	455	516	529	572	586	562	533	(1)
New Mexico	352	146	293	362	459	(1)	(1)	(1)	(1)	(1)	(1)
Arizona	415	166	334	434	488	533	557	(1)	(1)	(1)	(1)
Utah	366	153	344	437	486	488	475	466	(1)	(1)	(1)
Nevada	506	(1)	422	(1)	(1)	(1)	(1)	(1)	(1)	(1)	(1)
Pacific:											
Washington	473	175	302	504	566	581	587	577	565	558	555
Oregon	448	181	373	476	535	557	541	532	528	527	(1)
California	546	204	433	561	639	667	674	658	653	627	613
Alaska	546	(1)	(1)	(1)	(1)	(1)	(1)	(1)	(1)	(1)	(1)
Hawaii	286	135	274	368	408	388	388	396	(1)	(1)	(1)

<sup>1</sup> Not computed, because less than 1,000 employees.

the wider range in the average earnings of Negroes in the different States. The highest State average for white men was less than twice the lowest State average for white men, whereas the comparable figure for the Negro men was almost four times (table 3). With a few exceptions the State differences between the average taxable earnings of white and Negro wage earners were more conspicuous for the men than the women, as may be seen in chart V.

### Conclusion

Interstate differences in average taxable wages have been shown to exist not only for all wage earners in the State, but also for men, for women, for wage earners of different age groups, and for white and Negro workers. Furthermore, the differentials between the average earnings of men and women and between white and Negro wage earners have also been shown to vary from State to State. In spite of these many State differences, in all States the average earnings of men were considerably higher than those of women, and the averages for white wage earners were also considerably higher than those for Negroes. In each State the earnings of the younger age groups were lower than for persons of middle age or even older.

In order to explain satisfactorily all these many differences, thorough analysis must be made of the many factors which affect the earnings of wage earners and especially of the relative importance of each of these factors in each State. Only a few of these factors can be suggested here, such as differences in the occupational and industrial distribution of the wage earners in different States; differences in wage rates, i. e., hourly or weekly, for men as compared with women, for Negroes as compared with whites, either for the same or for different occupations; and differences in the amount of covered employment within the year,

especially the amount of full-time as compared with part-time employment, and the amount of seasonal or intermittent employment during a year. The relative importance of these factors cannot be measured from the wage records themselves but must be gauged from other sources. Differences in the occupational distribution of men and women may be seen from the census of population, and even with due allowance for the occupational exceptions to coverage by old-age insurance some indication is available from this source of the differences in the occupational and industrial distribution of covered wage earners in the different States. Thus, for example, few women as compared with men are engaged in recognized crafts or skilled occupations, and large numbers of women work in clerical, sales, and semiskilled occupations. The occupational distribution of Negro wage earners is also much more limited than that of whites. In general these occupational differences may be more important in relation to race and sex differences; industrial differences are, on the other hand, probably the most important single factor responsible for overall interstate differences. Yet even in industrial differences, occupational, racial, and other factors must also be considered.

The present analysis of interstate differences in the extent to which the population was engaged in employment covered by old-age insurance in 1937 and of the differences in their earnings is merely intended to be suggestive of the many variables which must be considered in a thorough understanding of the data available from records of taxable wages. It is hoped that the tables presented here will stimulate further study and analysis on the part of persons interested not only in wage data available under the old-age insurance program but also in their relationship to other wage and income statistics.

# INCOME OF URBAN FAMILIES AND INDIVIDUALS IN SINGLE-FAMILY HOUSEHOLDS

BARKEV S. SANDERS AND ANNE G. KANTOR\*

AMONG 931,000 urban families comprised in the Social Security Board's study of family composition, there are 532,000 in which the family, as defined in the study,<sup>1</sup> constitutes the entire household. These single-family households represent more than 57 percent of all families and nearly 70 percent of all individuals included in the study's sample of the urban population of the United States. This paper deals with the income reported for these single-family households in the National Health Survey, made in the winter of 1935-36. In that survey families were asked to indicate whether or not a member had received relief in the past year, or, if relief was not received, the income interval representing their total money income during the 12 months preceding the date of the canvass.

## Representation of Family Types and Age Groups in Single-Family Households

As will be seen from table 1, the percentage of families found in single-family households varies widely for families of different types. Nearly 75 percent of all husband-and-wife families are found in single-family households, as contrasted with about 21 percent of the nonparent families.

\* Bureau of Research and Statistics, Division of Health Studies. This is a third preliminary report on a study of family composition in the United States, conducted by the Bureau of Research and Statistics of the Social Security Board with the assistance of personnel of the Work Projects Administration, Official Project Nos. 365-31-3-5, 765-31-3-3, 65-2-31-44. The study is based on data from schedules of the National Health Survey, made available by the U. S. Public Health Service. Data are preliminary, and no attempt has been made to resolve certain minor inconsistencies arising from revisions in series reported in this or the earlier articles: Sanders, Barkev S., "Family Composition in the United States," *Social Security Bulletin*, Vol. 2, No. 4 (April 1939), pp. 9-13; and Falk, I. S., and Sanders, Barkev S., "The Economic Status of Urban Families and Children," *Social Security Bulletin*, Vol. 2, No. 5 (May 1939), pp. 25-34.

<sup>1</sup> To provide information needed by the Social Security Board, "family" was defined, in bio-legal terms, as comprising families of any one of the following 5 types: (1) *Husband-and-wife families*. Families with both spouses, with or without unmarried children; (2) *Husband-or-wife families, husband*. Families with only the male spouse, with or without unmarried children; (3) *Husband-or-wife families, wife*. Families with only the female spouse, with or without unmarried children; (4) *Nonparent families, male*. Families without either spouse, with an unmarried male as the head, with or without unmarried sisters and/or brothers; (5) *Nonparent families, female*. Families without either spouse, with an unmarried female as the head, with or without unmarried sisters and/or brothers. See Sanders, Barkev S., op. cit., pp. 12-13. "Family" is used subsequently in this article within the meaning of this definition.

Similarly, the single-family households include nearly 78 percent of all individuals in husband-and-wife families and only 24 and 25 percent, respectively, of the individuals in nonparent families with a male head and with a female head.<sup>2</sup>

Table 1.—*Total number of urban families and persons and number and percent in single-family households, by type of family*

[Preliminary data subject to revision]

Type of family <sup>1</sup>	Number of families		Number of persons		Single-family households as percent of total	
	Total	In single-family households	Total	In single-family households	Families	Persons
All types.....	931,379	532,383	2,504,104	1,735,878	57.2	69.3
Husband and wife.....	554,186	415,234	1,926,389	1,496,794	74.9	77.7
Husband or wife, husband.....	63,599	20,295	95,386	39,023	31.9	40.9
Husband or wife, wife.....	176,844	67,906	325,847	161,470	38.4	49.6
Nonparent, male.....	62,782	13,464	70,984	17,057	21.4	24.0
Nonparent, female.....	73,968	15,484	85,498	21,534	20.9	25.2

<sup>1</sup> For definitions of types of families, see footnote 1 in text.

Wide variations are found likewise in the percentage in single-family households among families classified according to the age of the head of the family. As is shown in table 2, there is a negligible representation in single-family households of families in which the head is aged less than 16. Among families in which the head is aged 16-24, more than 28 percent are in single-family households, while for the age groups 25-44 and 45-59 the percentages are 63.1 and 64.5, respectively. For subsequent age groups there is a decline to 45.1 percent for families in which the head is aged 65 or over. Table 2 shows also a similar trend for the individuals in groups of families classified according to the age of the head of the family; there is an increase in the percentage of persons in such groups who are found in single-

<sup>2</sup> The head of the family was determined as follows: In husband-and-wife families, the husband was always designated as the head. In one-spouse families, the spouse was considered the head, and in nonparent families, the oldest person.

**Table 2.—Total number of urban families and persons and number and percent in single-family households, by age of head of family**

[Preliminary data subject to revision]

Age group of head of family (years)	Number of families		Number of persons		Single-family households as percent of total	
	Total	In single-family households	Total	In single-family households	Families	Persons
All ages.....	931,379	532,383	2,504,149	1,735,878	57.2	69.3
Under 16.....	11,472	13	13,534	19	.1	.1
16-24.....	72,851	20,474	118,272	47,041	28.1	39.8
25-44.....	409,923	258,705	1,224,972	888,580	63.1	72.5
45-59.....	257,018	165,809	791,312	587,509	64.5	74.2
60-64.....	59,118	32,814	136,798	90,089	55.6	65.9
65 and over.....	118,712	53,508	215,261	120,677	45.1	56.1
Unknown.....	2,285	790	4,000	1,963	34.6	49.1

family households for each successive age group up to the maximum of 74 percent for individuals in families in which the head is aged 45-59, followed by a decline to 56 percent for persons in families in which the head is aged 65 or over.

When all persons in single-family households are classified by age, a substantially different age distribution is found, as is evident from table 3. Of all children under age 16 enumerated in the urban sample, more than 76 percent are in single-family households. Of persons aged 60-64 and 65 and over, on the other hand, the single-family households include only 59 and 49 percent, respectively.

In relation to the total urban sample, therefore, the single-family households include a relatively high proportion of families with both spouses and of those in which the head of the family is in the ages 25-59. Conversely, these include, with respect to the total urban sample, relatively low

percentages of nonparent families, families with only one spouse, and families in which the head of the family is aged less than 25 or 60 or over. These single-family households include a relatively high percentage of all urban children under age 16 and a low percentage of persons aged 60 or over.

### Relationship of Income to Size of Family

Nearly half—45.7 percent—of all urban single-family households reported either receipt of relief<sup>1</sup> at some time during the 12 preceding months or incomes of less than \$1,000; 39.2 percent reported incomes from \$1,000-\$1,999; 10.4 percent, incomes of \$2,000-\$2,999; and 4.7 percent, incomes of \$3,000 or more (table 4). These figures are highly significant in throwing light on the problem of the distribution of income among the urban population of the country.

Since adequacy of family income is directly related to the number of persons who share it, a more significant relationship is that between income distribution and the size of the family, as shown in table 4. It is strikingly evident that the relative proportion of families on relief increases as the size of family increases. The relative percentage of nonrelief families with incomes of less than \$1,000, on the other hand, decreases as the size of the family increases. There is also a negative correlation between income and size of family in the income groups \$1,000-\$1,499 and \$1,500-\$1,999, though to a much lesser extent. In the income groups \$3,000 and over, the relative percentage of families tends to increase with the increase in the size of the family, though there is a definite sagging in the trend of these percentages for the groups of families with 5-11 persons.

This association between family size and income is shown more clearly in an analysis of the mean and median incomes for families of specified size. Moreover, the problem of the adequacy of income

**Table 3.—Total number of urban persons and number and percent in single-family households, by age of person**

[Preliminary data subject to revision]

Age group of person (years)	Number of persons		Persons in single-family households as percent of total
	Total	In single-family households	
All ages.....	2,504,104	1,735,871	69.3
Under 16.....	647,630	492,895	76.1
16-24.....	401,916	275,817	68.6
25-44.....	821,732	573,013	69.7
45-59.....	404,595	274,508	67.8
60-64.....	82,068	48,496	59.1
65 and over.....	142,594	60,909	49.0
Unknown.....	3,500	1,233	34.6

<sup>1</sup>The National Health Survey defined relief as follows: "Families were identified as having received relief, if at any time during the year covered by the report one or more members had had assistance such as work relief (but not PWA or CCC wages), direct relief, mothers' pension, pension for the blind, or a grant for any similar purpose from public funds administered by a Federal, State, or local government. Families which reported the receipt of relief were not asked to specify the amount of income received during the year." U.S. Public Health Service, National Institute of Health, *The Relief and Income Status of the Urban Population of the United States, 1936, 1938, J-1317*, pp. 1-2. If a relief family volunteered income data, the information was included in the schedule. Doubtless some families classified as "relief" were wholly or partly self-supporting during at least part of the period. It is believed also that some families failed to report receipt of relief.

becomes more significant when one considers the per capita incomes of individuals in families of specified size.

Since the National Health Survey did not regularly obtain income data for families which reported receipt of relief, it was necessary to estimate mean income with the aid of figures given by the National Resources Committee. The mean income of relief families was estimated by using as guides the mean income of the relief families and that of 1-person families obtained by the National Resources Committee.<sup>5</sup> The Committee study shows that the mean income of 1-person families on relief was \$407 per annum, that is, about one-third of the income of 1-person families not on relief. The same study indicates that the mean income of all relief families was \$657 per annum, which is about two-fifths of the mean income of all nonrelief families. This relationship indicates that the proportionate income of relief families, as compared with non-relief families, is higher in families of larger size than in 1-person families. It was assumed, therefore, that this ratio increases progressively with increasing family size.<sup>6</sup>

<sup>5</sup> National Resources Committee, *Consumer Incomes in the United States*, August 1938, table 5B, p. 96.

<sup>6</sup> A more plausible assumption would have been that the ratio rises up to a certain size and then declines, but since there was no way to determine this optimal size it was believed that the simpler procedure was justified for the present purpose.

Taking into consideration the fact that relief provisions in cities have been relatively more adequate than in rural areas, the probable mean income of 1-person relief families was assumed to be about 40 percent of the estimated income of the corresponding nonrelief families; in 2-person families this ratio was assumed to be approximately 42 percent, and so on, progressively, until it reached a ratio of 60 percent in families of 10 or more persons. The estimated mean and per capita incomes thus obtained are given in table 5, together with the percentage distribution of individuals in families of specified sizes for which mean and per capita incomes are shown. On the basis of these assumptions, the estimated income of 1-person families on relief is given as \$416 per annum, which is not materially different from the amount actually observed by the National Resources Committee—\$407 per annum. The mean rises with increasing family size, attaining a maximum of \$1,262 as the income of relief families with 11 members. The mean income of all relief families is \$724, which is not unreasonable as compared with the mean income of \$657 obtained by the National Resources Committee for both urban and rural families on relief. It is believed that the estimated mean and per capita incomes for relief families of different sizes are probably not far from actuality, judging from the available information on the income of families which

Table 4.—Number of urban single-family households of specified size, and percentage distribution by income status<sup>1</sup>

[Preliminary data subject to revision]

Size of family (persons)	Number of families <sup>1</sup>	Income status of family							
		All fam- ilies	Relief fam- ilies	Nonrelief families					
				Under \$1,000	\$1,000- \$1,400	\$1,500- \$1,999	\$2,000- \$2,999	\$3,000- \$4,999	\$5,000 and over
All sizes.....	519,813	100.0	16.6	29.1	23.3	15.0	10.4	3.5	1.2
1 person.....	55,963	100.0	17.1	54.4	15.3	7.4	3.8	1.3	.7
2 persons.....	154,384	100.0	12.3	33.2	23.8	15.9	10.2	3.3	1.3
3 persons.....	118,616	100.0	13.6	25.3	25.9	18.2	11.9	3.9	1.2
4 persons.....	89,166	100.0	16.2	21.4	25.2	18.7	12.7	4.4	1.4
5 persons.....	48,504	100.0	21.5	21.0	23.8	17.1	11.1	4.1	1.4
6 persons.....	26,313	100.0	27.1	20.1	22.0	15.5	10.4	3.7	1.2
7 persons.....	13,346	100.0	32.2	19.5	21.1	13.6	9.3	3.2	1.1
8 persons.....	7,657	100.0	37.1	17.5	19.5	13.6	8.4	2.8	1.1
9 persons.....	3,523	100.0	42.4	15.6	17.3	11.5	9.0	2.9	1.3
10 persons.....	1,852	100.0	42.6	16.0	18.1	11.2	8.0	3.2	.9
11 persons.....	981	100.0	45.1	12.0	16.9	11.6	9.9	3.5	1.0
12 persons.....	392	100.0	39.3	12.5	17.3	13.0	11.0	5.1	1.8
13 persons.....	149	100.0	47.7	8.0	12.1	18.8	8.0	4.7	.7
14 persons.....	66	100.0	45.5	10.6	12.1	16.6	7.6	7.6	-----
15 persons.....	10	(1)	(1)	(1)	(1)	(1)	(1)	(1)	-----
16 persons.....	8	(1)	(1)	(1)	(1)	(1)	(1)	(1)	-----
17 persons.....	3	(1)	(1)	(1)	(1)	(1)	(1)	(1)	-----

<sup>1</sup> Excludes 12,570 families of unknown income status. For definitions of income status, see p. 26, footnote 3.

<sup>2</sup> Not computed, because base is less than 25.

have been on relief or have had one or more members on relief for any length of time within a 12-month period.

While the National Health Survey made no consistent effort to obtain the actual income of relief families, such incomes, whenever in excess of \$1,000, were often reported voluntarily and recorded by the canvassers. The analysis of this return for Detroit indicates that at least 8 percent of the relief families had annual incomes of \$1,000 or over. The study of the National Resources Committee indicates that about 23 percent of the families on relief had incomes in excess of \$1,000 per annum. The estimated income distributions are consistent with these observations.

For nonrelief families the information on income distribution obtained by the National Health Survey for the specified income groups was used, and intermediate points were obtained by graphic interpolation. The more detailed distribution of incomes for the category of less than \$1,000 was obtained from the National Resources Committee material, and the distribution of incomes above \$5,000 was obtained by using data given by the National Resources Committee and also the income-tax returns of the Treasury.

Table 5 shows an estimated mean income of \$724 for relief families, \$1,544 for nonrelief families, and \$1,408 for all families in urban single-family households. The respective per capita incomes are \$190, \$490, and \$432. In comparing these mean

incomes with those given by the National Resources Committee, it must be remembered that there are several important differences. By definition, the National Resources Committee includes in income the imputed value of the home, the value of products raised for home consumption, and payments in kind; it includes both urban and rural families, and considers the economic family-consumer unit. The estimates of the National Resources Committee refer in general to the fiscal year 1935-36, while the National Health Survey covers the 12 months antedating the day of the canvass during the winter of 1935-36. A wholly independent estimate<sup>7</sup> which has recently been made on distribution of incomes gives figures for estimated per capita income for the United States which are in close agreement with those in table 5. This estimate gives the mean per capita income in the United States as \$419 for 1934 and \$450 for 1935. These figures refer to both urban and rural population, but the definition of income is broader than that adopted in the National Health Survey.

It is clear from table 5 that the mean income for all nonrelief families increases with the size of the family up to families with 4 members. In families of 5-10 persons there is no definite association between income and family size, while families of 11 and 12 or more persons show markedly higher mean incomes. These higher figures for the very

<sup>7</sup> U. S. Department of Commerce, *State Income Payments, 1939-37*, 1939, table III, p. 6.

Table 5.—Percentage distribution of persons in urban single-family households and estimated average family income and per capita income, by size of family<sup>1</sup>

[Preliminary data subject to revision]

Size of family (persons)	Percentage distribution of persons in—			Mean income						Median family income of nonrelief families
				All families		Relief families		Nonrelief families		
	All families	Relief families	Nonrelief families	Per family	Per capita	Per family	Per capita	Per family	Per capita	
All sizes.....	100.0	* 100.0	* 100.0	\$1,408	\$432	\$724	\$190	\$1,544	\$490	\$1,270
1 person.....	3.3	2.9	3.4	934	934	416	416	1,040	1,040	800
2 persons.....	18.2	11.5	19.9	1,393	697	630	315	1,500	750	1,225
3 persons.....	21.0	14.7	22.5	1,488	496	708	236	1,610	537	1,345
4 persons.....	21.0	17.6	21.9	1,558	390	785	196	1,707	427	1,407
5 persons.....	14.3	15.9	13.9	1,507	302	831	166	1,693	339	1,382
6 persons.....	9.0	12.5	8.1	1,442	240	848	141	1,663	277	1,370
7 persons.....	5.5	9.2	4.7	1,392	199	869	124	1,640	234	1,346
8 persons.....	3.6	6.9	2.8	1,383	173	913	114	1,660	208	1,358
9 persons.....	1.9	4.1	1.3	1,453	162	1,013	113	1,778	198	1,382
10 persons.....	1.1	2.4	.8	1,395	139	1,009	101	1,682	168	1,348
11 persons.....	.6	1.3	.4	1,723	157	1,262	115	2,101	191	1,457
12 or more persons.....	.5	1.0	.3	1,651	131	1,191	95	1,985	158	1,580

<sup>1</sup> The method of arriving at these estimates is described in the text (p. 27).  
<sup>2</sup> 328,577 individuals in urban single-family relief households.

\* 1,365,334 individuals in urban single-family nonrelief households.

large families may indicate the presence of more income producers than in smaller families. The per capita income, on the other hand, with only one minor irregularity, shows a progressive diminution as the size of the family increases. The diminution is particularly sharp in passing from 1-person families to 2-person families and from 2- to 3-person families.

Because of the broad categories in which incomes were reported in the National Health Survey, and more especially because of the two open ends in the distribution of income, the mean incomes given in table 5 for nonrelief families may perhaps be considered less reliable than the median incomes. It is apparent, however, that median income, like mean income, increases with the size of family for families of 1-4 persons, shows little relation to family size for families of 5-10

persons, and is the highest for families with 11 and 12 or more members.

The estimates in table 5 indicate, therefore, that among nonrelief families there is some positive association between average income and size of family but that this relationship is largely limited to families of certain sizes. The per capita incomes, on the other hand, indicate a marked and consistently negative association with family size. As is indicated in the table, more than one-fifth (23.3 percent) of the persons in nonrelief families are in 1- and 2-person households, in which per capita income averages \$750 or more; less than three-fifths (58.3 percent) are in families of 3-5 persons, in which per capita incomes range from \$540 to \$340; and less than one-fifth (18.4 percent) are in the larger families,

**Table 6.—Number of urban single-family households of specified size and type, and percentage distribution by income status<sup>1</sup>**

[Preliminary data subject to revision]

Size and type of family	Number of families <sup>1</sup>	Income status of family						
		All families	Relief families	Nonrelief families				
				Under \$1,000	\$1,000- \$1,499	\$1,500- \$1,999	\$2,000- \$2,999	\$3,000- \$4,999
<b>All sizes:</b>								
All types	519,813	100.0	16.6	29.1	23.3	15.9	10.4	3.5
Husband and wife	405,705	100.0	15.5	25.1	24.9	17.7	11.6	3.9
Husband or wife, husband	19,856	100.0	22.5	37.9	17.8	10.9	7.0	2.7
Husband or wife, wife	66,200	100.0	24.3	43.5	16.4	8.6	4.9	1.7
Nonparent, male	13,189	100.0	15.4	44.8	18.9	10.8	6.2	2.6
Nonparent, female	14,863	100.0	6.6	47.3	21.3	13.7	7.9	2.4
<b>1 person:</b>								
All types	55,963	100.0	17.1	54.4	15.3	7.4	3.8	1.3
Husband or wife, husband	11,838	100.0	23.8	46.7	15.1	7.3	4.4	1.7
Husband or wife, wife	22,341	100.0	18.9	62.4	11.1	4.2	2.0	.9
Nonparent, male	10,997	100.0	16.3	48.1	18.4	9.4	4.9	1.9
Nonparent, female	10,787	100.0	6.6	52.9	21.2	12.1	5.6	1.2
<b>2 persons:</b>								
All types	154,384	100.0	12.3	33.2	23.8	15.9	10.2	3.3
Husband and wife	126,899	100.0	11.1	31.8	24.3	16.8	11.0	3.6
Husband or wife, husband	3,282	100.0	17.1	32.2	22.2	15.0	9.4	3.0
Husband or wife, wife	19,867	100.0	20.1	41.7	21.2	10.5	4.8	1.2
Nonparent, male	1,427	100.0	11.0	33.8	20.8	17.0	11.0	4.2
Nonparent, female	2,909	100.0	6.8	36.2	22.5	16.8	12.4	4.2
<b>3-4 persons:</b>								
All types	207,782	100.0	14.7	23.7	25.6	18.4	12.2	4.1
Husband and wife	184,638	100.0	13.3	23.1	26.4	19.1	12.6	4.2
Husband or wife, husband	3,351	100.0	20.6	21.9	22.2	16.8	11.8	5.0
Husband or wife, wife	18,071	100.0	28.9	29.6	18.7	11.7	7.9	2.4
Nonparent, male	658	100.0	9.4	19.8	22.8	17.6	15.8	9.9
Nonparent, female	1,064	100.0	5.4	23.3	20.8	19.9	18.5	8.7
<b>5-6 persons:</b>								
All types	73,817	100.0	23.5	20.6	23.2	16.6	10.9	3.9
Husband and wife	68,029	100.0	22.1	20.7	23.9	17.0	11.1	3.9
Husband or wife, husband	1,047	100.0	27.7	16.4	19.7	17.0	11.5	5.5
Husband or wife, wife	4,561	100.0	43.0	20.9	14.1	10.0	7.1	3.9
Nonparent, male	93	100.0	14.0	16.1	17.2	19.3	18.3	9.7
Nonparent, female	87	100.0	13.8	12.6	12.6	23.3	10.4	11.5
<b>7 or more persons:</b>								
All types	27,867	100.0	36.1	17.8	19.7	13.2	9.0	3.1
Husband and wife	26,139	100.0	35.4	17.9	20.1	13.4	9.0	3.1
Husband or wife, husband	338	100.0	33.7	13.9	17.1	16.0	13.3	3.6
Husband or wife, wife	1,360	100.0	52.1	16.3	12.6	8.2	7.6	2.3
Nonparent, male	14	(?)	(?)	(?)	(?)	(?)	(?)	(?)
Nonparent, female	16	(?)	(?)	(?)	(?)	(?)	(?)	(?)

<sup>1</sup> Excludes 12,570 families of unknown income status.

<sup>2</sup> Not computed, because base is less than 25.

in which the range of per capita incomes, decreasing as size of family increases, is \$280 to \$140.

Considering all families, both relief and non-relief, it is observed that about one-fifth (21.5 percent) of the individuals are in families of 1-2 persons, with per capita incomes of about \$700 or more; about two-fifths (42.0 percent) are in families of 3-4 persons, with per capita incomes of, roughly, \$500 to \$400. Nearly one-fourth (23.3 percent) are in families of 5-6 persons, with per capita incomes of \$300 to about \$240; and the remaining individuals, about 13 percent, are in families of 7 or more members, with per capita incomes ranging from a high of almost \$200 to a low of \$130 per annum. It must be remembered that almost 10 percent of the income is the estimated income of the relief families, who constitute nearly 20 percent of the sampled population, and that a large part of this income is from relief.

### **Income in Relation to Size and Type of Family**

The comparative income distribution of families of different types and of specified sizes is given in table 6. It will be observed that among families of each of the designated sizes, nonparent families with a female head have the lowest percentage on relief, followed by nonparent families with a male head. In all but the 1-person families, the highest percentages with relief status are found among one-spouse families with a female head.

In general, nonparent families with a female head have the most favorable income distribution, though nonparent families with a male head have somewhat higher percentages in the income categories \$3,000 and over. The least favorable distribution is that for one-spouse families in which the wife is the head. Generally speaking, the husband-and-wife families occupy an intermediate position; in the small families, this type has a more favorable income distribution than either type of one-spouse family, while among the larger families the position is less favorable than that of families with the male spouse only.

The pattern of income distribution among non-relief families is shown in table 7 in terms of mean and median incomes in single-family households of specified type and size. For families of specified type, there is, with one unimportant exception, a consistent decline in per capita income for each

type of family with increasing size of family. In families of different sizes, however, there are important variations in the rank of the several types.

In all but 5-6 person families, the highest mean income is that of nonparent families with a male head; in 5-6 person families, nonparent families with a female head have the highest mean income, followed by nonparent families headed by a male. In 2-person households, husband-and-wife families

**Table 7.—Estimated average family income and per capita income of urban nonrelief single-family households of specified size and type**

[Preliminary data subject to revision]

Size and type of family	Median family income	Mean family income	Per capita income
<b>All sizes:</b>			
All types	\$1,134	\$1,547	\$491
Husband and wife	1,421	1,620	489
Husband or wife, husband	1,015	1,371	723
Husband or wife, wife	845	1,161	523
Nonparent, male	960	1,308	1,628
Nonparent, female	985	1,249	900
<b>1 person:</b>			
Husband or wife, husband	863	1,164	1,164
Husband or wife, wife	734	888	888
Nonparent, male	903	1,183	1,183
Nonparent, female	909	1,078	1,078
<b>2 persons:</b>			
Husband and wife	1,259	1,525	768
Husband or wife, husband	1,207	1,472	736
Husband or wife, wife	968	1,142	871
Nonparent, male	1,246	1,662	831
Nonparent, female	1,223	1,494	747
<b>3-4 persons:</b>			
Husband and wife	1,387	1,670	687
Husband or wife, husband	1,400	1,760	825
Husband or wife, wife	1,133	1,402	422
Nonparent, male	1,564	2,328	708
Nonparent, female	1,580	2,104	651
<b>5-6 persons:</b>			
Husband and wife	1,381	1,678	315
Husband or wife, husband	1,502	1,981	374
Husband or wife, wife	1,238	1,639	308
Nonparent, male <sup>1</sup>	1,746	2,513	484
Nonparent, female <sup>1</sup>	1,603	3,702	702
<b>7 or more persons:</b>			
Husband and wife	1,356	1,675	212
Husband or wife, husband	1,500	2,061	261
Husband or wife, wife	1,208	1,685	223
Nonparent, male	(2)	(2)	(2)
Nonparent, female	(2)	(2)	(2)

<sup>1</sup> Based on 80 families.

<sup>2</sup> Based on 75 families.

<sup>3</sup> Insufficient cases in sample.

have the next highest mean income, followed by nonparent families with a female head. In families of 3-4 persons and 5-6 persons, the nonparent families have the highest mean incomes, followed by families with the male spouse only; in households of these sizes the husband-and-wife families hold fourth place in terms of mean income. Except for families of 7 or more, the lowest average income, whether measured by mean or median, is that of one-spouse families headed by a female. Irrespective of size, husband-and-wife families have the highest median and mean income, but when size is taken into consideration this advan-

tage is completely lost. The per capita income of husband-and-wife families is lowest of all, while that of nonparent families with a male head is the highest.

For nonparent families and one-spouse families there is a marked association between income and family size, which may be evidence of a direct relationship between family size and number of income producers. The higher mean incomes are generally found in nonparent families, where the relation between family size and number of income producers is likely to be the closest. In one-spouse families, also, a large family may often mean the presence of other income producers in the family. In husband-and-wife families, however, a large family more often means the presence of young children; by definition, in single-family households all members of the family aside from the husband and wife are unmarried sons and daughters, who would be predominantly in the younger ages. It will be noted that there is relatively little difference between mean incomes in husband-and-wife families of 3-4, 5-6, and 7 or more persons, while in median income there is some decline with increasing size of family. This suggests a bimodal tendency brought about by segregation of families of specified size into those with young children and those with children of working age.

It seems likely that the positive association between income and size of family in these nonparent and one-spouse families indicates that adequacy of income is an important factor among nonrelief families in holding members of a family together when one or both parents are dead or absent. On the other hand, the relation of cause and effect may be reversed in some cases; it may be, for example, that character traits which tend toward family solidarity may also be a factor in promoting earning capacity. Further, there are additional factors, such as the age and sex composition, which may influence or determine the number of income producers.

#### ***Income, Family Size, and Age of Family Head***

One such influencing factor may be the age of the head of the family. Table 8 shows the distribution by income of families grouped according to the age of the family head. When size of family is left out of consideration there is no marked

variation in the percentages of families on relief in the various groups, though the percentage of relief families is slightly higher for groups in which the head of the family is aged 16-24 years or more than 64. In the nonrelief groups, however, there is a marked variation. Nearly half the families in which the head is 16-24 years of age and nearly 42 percent of those in which the head is 65 or over have incomes under \$1,000. Of those in which the head of the family is aged 45-59, on the other hand, less than 26 percent are found in this income category.

When family size is considered, however, it becomes evident that the association between income and age of the family head is decidedly more important than would be assumed from the relationships observed above. For instance, in 1-person families the proportion on relief increases progressively from 4 to 24 percent as one passes from families with heads aged 16-24 to those with heads aged 65 and over. In families of 2 persons, the lowest percentage on relief is found among those with heads 25-44, and those with heads aged 16-24 are second in rank, while families with heads aged 65 and over contribute the highest relative percentage. In families of 3-4 persons the direction is completely reversed. There the highest percentage with relief status is for families headed by persons aged 16-24. The percentage drops sharply for families with heads aged 25-44, and there is a further decrease for those headed by older persons. In families of 5-6 persons this negative association between age of family head and the relative frequency on relief is much more pronounced than in families of 3-4 persons, and the negative association is still more pronounced in families of 7 or more.

For the nonrelief groups, families headed by persons aged 16-24 are most prevalent, by far, in the lowest income group among families of each of the specified sizes, but their relative excess becomes more and more pronounced with increasing size of family. Families with heads aged 25-44 are most frequently found in intermediate groups, and their relative proportion shifts toward the lower incomes with increase in family size. Families with heads aged 45-59 show the highest relative frequencies in the higher income categories in families of 1 and 2 persons, but in those of larger size their relative highest frequencies shift to the intermediate in-

come categories. In families headed by persons aged 60-64 the highest relative frequencies are found in families with the lowest and highest incomes in 1-person families, and as family size increases the relative higher frequency is found in the intermediate and higher incomes. Finally, in families with heads aged 65 and over, the highest relative frequencies are observed in the lowest and highest income categories in 1-person families, and as family size increases there is a shift of relative highest frequency toward higher incomes.

In general, therefore, the income distribution of families headed by young persons is the least favorable; as the family size increases the income distribution of this group becomes progressively more unfavorable. That of families with heads in

intermediate ages is, on the whole, most favorable, since it is concentrated in intermediate income groups. And, finally, the distribution for families headed by aged persons shows a concentration in the lowest income group and a relative concentration in the highest income group in smaller families, and as the family size increases there is a progressive shift of the concentration toward the intermediate and higher incomes.

Examination of the variations in income status with respect to family size for families classified according to the age of the family head shows that, for families with heads aged 16-24, as family size increases the relative proportion of families on relief increases sharply. The positive association between size and relative frequency on relief is less marked and less regular in families headed by

**Table 8.—Number of urban single-family households of specified size and age of family head, and percentage distribution by income status**

[Preliminary data subject to revision]

Size of family and age group of head of family	Number of families <sup>1</sup>	Income status of family							
		All families	Relief families	Nonrelief families					
				Under \$1,000	\$1,000-\$1,499	\$1,500-\$1,999	\$2,000-\$2,999	\$3,000-\$4,999	\$5,000 and over
<b>All sizes:</b>									
All age groups <sup>2</sup> ...	519,813	100.0	16.6	29.1	23.3	15.9	10.4	3.5	1.2
16-24 years...	20,226	100.0	18.4	49.3	22.6	7.4	1.9	.3	.1
25-44 years...	255,096	100.0	16.4	26.4	25.9	17.4	10.4	2.8	.7
45-59 years...	160,582	100.0	16.7	25.8	21.8	16.7	12.2	4.9	1.9
60-64 years...	31,629	100.0	15.3	32.9	20.2	14.4	10.5	4.7	2.0
65 years and over...	51,718	100.0	17.6	41.9	17.7	10.7	7.3	3.2	1.6
<b>1 person:</b>									
All age groups...	55,963	100.0	17.1	54.4	15.3	7.4	3.8	1.3	.7
16-24 years...	4,057	100.0	4.1	74.0	16.6	4.3	.7	.2	.1
25-44 years...	17,955	100.0	11.8	48.0	21.1	11.7	5.3	1.5	.6
45-59 years...	15,604	100.0	19.4	51.3	14.9	7.3	4.5	1.7	.9
60-64 years...	5,202	100.0	20.4	57.2	11.3	5.1	3.5	1.6	.9
65 years and over...	12,694	100.0	24.3	59.8	9.0	3.6	1.7	.9	.7
<b>2 persons:</b>									
All age groups...	154,384	100.0	12.3	33.2	23.8	15.9	10.2	3.3	1.3
16-24 years...	8,358	100.0	12.4	45.5	27.4	10.9	3.2	.5	.1
25-44 years...	64,759	100.0	9.7	28.8	25.9	18.8	12.5	3.4	.9
45-59 years...	44,104	100.0	13.3	30.9	22.7	16.1	10.8	4.3	1.9
60-64 years...	12,832	100.0	13.5	35.9	22.6	13.9	9.1	3.3	1.7
65 years and over...	24,120	100.0	16.5	45.4	19.5	10.8	6.2	2.3	1.3
<b>3-4 persons:</b>									
All age groups...	207,782	100.0	14.7	23.6	25.6	18.4	12.3	4.1	1.3
16-24 years...	7,409	100.0	31.2	40.7	21.2	5.5	1.2	.1	.1
25-44 years...	118,641	100.0	14.6	23.7	27.7	18.9	11.3	3.0	.8
45-59 years...	59,669	100.0	13.5	21.2	22.9	19.3	14.9	6.0	2.2
60-64 years...	9,885	100.0	12.9	22.6	22.6	18.8	14.1	6.6	2.4
65 years and over...	12,026	100.0	12.6	25.6	23.2	16.8	13.4	5.9	2.5
<b>5-6 persons:</b>									
All age groups...	73,817	100.0	23.5	20.6	23.2	16.6	10.9	3.9	1.3
16-24 years...	388	100.0	50.8	35.8	11.6	1.5	-	.3	-
25-44 years...	40,803	100.0	26.2	22.7	24.4	15.3	8.5	2.2	.7
45-59 years...	27,798	100.0	20.1	18.3	22.3	18.4	13.5	5.5	1.9
60-64 years...	2,717	100.0	18.8	16.1	19.1	17.9	16.3	8.6	3.2
65 years and over...	2,072	100.0	14.6	15.8	19.0	17.6	17.6	11.4	4.0
<b>7 or more persons:</b>									
All age groups...	27,867	100.0	36.1	17.8	19.7	13.2	9.0	3.1	1.1
16-24 years...	14	100.0	(*)	(*)	(*)	-	-	-	-
25-44 years...	12,938	100.0	41.6	20.7	19.7	10.8	5.8	1.2	.2
45-59 years...	13,407	100.0	32.0	15.5	20.3	15.1	11.5	4.2	1.4
60-64 years...	993	100.0	26.8	12.8	15.6	17.9	13.3	10.0	4.6
65 years and over...	506	100.0	23.9	12.1	16.0	13.8	15.2	10.3	8.7

<sup>1</sup> Excludes 12,570 families of unknown income status.

<sup>2</sup> Includes 13 families with head under 16 and 790 families with head of unknown age.

\* Not computed, because base is less than 25.

persons aged 25-44. The intensity of the association diminishes as the age of family head increases, so that for families with heads aged 65 and over the net association between family size and proportion on relief is negative.

Among nonrelief families headed by persons in the ages 16-24, the relative proportions in the highest income groups decrease as family size increases above 2 persons. In families with heads aged 25-44 this decrease, which starts after families with more than 2 persons, does not become marked until families of 5 or more are reached. In those with heads aged 45-59 the highest relative frequencies in the higher income groups are found in families of 3-4 persons, and the decrease does not become marked until families of 7 or more are reached. Finally, in families headed by persons aged 60 or more, the maximum relative frequencies in the highest income groups are found among the largest families.

#### *Income, Family Type, Size, and Age of Head*

An analysis, of which only the salient conclusions can be given here, has been made of the interrelationship between income and family size for families of specified types headed by persons of specified ages. This analysis shows that for husband-and-wife families in which the head is aged 16-24, income decreases as family size increases. This negative association between income and size of family decreases as the age of the head of the family increases, and in families in which the head is aged 60 and over the association between income and size is, on the whole, positive.

Among families with the male spouse only, in the few instances in which the head is aged 16-24 there is, on the whole, a small negative association between family size and income. This association is more definitely indicated in families in which the head is aged 25-44. The association, however, is definitely positive for families in which the head is aged 45 and over, and the magnitude of the association increases with advance in the age of the head of the family.

In one-spouse families with a female head, the association is definitely negative for the relatively few instances in which the family head is aged 16-24. The association, though still negative, is less marked in these families when the head is

aged 25-44. For the age group 45-59 the association is, by and large, positive. The intensity of the positive correlation increases for families in which the head is aged 60 and over.

In nonparent families with a male head aged 16-24, there is perhaps a net negative association between income and family size, although the pattern is not at all clear. A definite positive association between income and size exists in such families when the head is aged 25-44, and the magnitude of this association tends to increase with increase in the age of the head of the family.

Although for nonparent families with a female head aged 16-24 the mean size of relief families is larger than that of all families in this age group and type, among nonrelief families there is a positive association between family size and income. Among successive age groups, the positive association increases with advance in the age of the family head.

This further analysis seems to corroborate the hypothesis that, by and large, income is an important factor in preventing the dissolution of the family, but that the age of the head of the family and the family type are also important factors. The positive association between family size and the relative frequency on relief is most marked in families headed by persons in the younger age groups. With few exceptions it decreases progressively with age, and in ages 60-64 the proportion of families on relief is in inverse ratio to the size of family, except for husband-and-wife families. In families of all types in which the head is aged 65 and over, the percentage of relief families decreases as the size of the family increases.

Among the nonrelief families a positive association between size and income predominates, with some notable exceptions confined to families headed by younger persons and especially to husband-and-wife families. Another exception to the general rule is that the positive association between income and family size is limited largely to incomes up to \$4,999 and usually does not hold for the highest income category.

#### *Income of Individuals by Age, Family Size, and Family Type*

The characteristic associations of income as related to family size and type are also evident

from an analysis of individuals segregated according to age, family size, and family type. Such an analysis has been made, and the general findings are summarized below:

(1) Among individuals in relief families there is a general positive correlation between family size and the relative frequency on relief, most marked among individuals in husband-and-wife families, and least marked in nonparent-male families. This positive association is most regular among individuals in younger ages and least among individuals in older ages, so that in some instances (among individuals in older ages and certain family types) the association is actually reversed.

(2) Among individuals in families with incomes of less than \$1,000 a negative association between size of family and the relative frequency in this income category is most marked in families with the female spouse only. The negative association is least regular among individuals in younger ages and tends to increase in regularity among individuals in the more advanced ages.

(3) For individuals in families with incomes of \$1,000-\$1,499 there is a small net negative association between family size and the relative frequency in this income category. The negative association is found usually in families of 3 or more persons and is particularly evident in younger ages, tending to disappear or to become positive in older ages, especially in nonparent families.

(4) Among individuals in families with incomes of \$1,500-\$1,999 the association between family size and the relative frequency in this income category is positive, except in families of 5-6 and 7 or more members. This positive association is most marked in nonparent families and least marked in husband-and-wife families. The regularity and intensity of the positive association increases progressively with age.

(5) Among individuals in families with an annual income of \$2,000-\$2,999 the association between family size and the relative frequency in this income category is positive and more marked than in the income group

\$1,500-\$1,999. The positive association is most evident in one-spouse families and least apparent in husband-and-wife families. It rarely holds true for families of 7 or more persons. The positive association increases in intensity with advancing age.

**Table 9.—Percentage distribution of urban single-family households and multi-family households, by income status**

Income group	Single-family households		Multi-family households	
	Percent	Cumulative percent	Percent	Cumulative percent
Total	100.0		100.0	
Relief	16.6	16.6	16.4	16.4
Nonrelief:				
Under \$1,000	29.1	45.7	25.5	41.9
\$1,000-\$1,499	23.3	69.0	20.1	62.0
\$1,500-\$1,999	15.9	84.9	15.8	77.8
\$2,000-\$2,999	10.4	95.3	12.7	90.5
\$3,000-\$4,999	3.5	98.8	6.1	98.6
\$5,000 and over	1.2	100.0	3.4	100.0

(6) In the income group \$3,000-\$4,999 the association between family size and the relative frequency in this category is positive with few exceptions; the exceptions occur generally in families of 7 or more members. The intensity of the association tends to increase with age.

(7) Among persons in families with incomes of \$5,000 and over the association between family size and the relative frequency in this income category is, on the whole, positive, with a few minor exceptions, and the magnitude of this relationship increases with age.

Both the general patterns described and the exceptions to these patterns indicate that the correlation between income and family size may be attributed to: (a) the differential marriage age and birth rate in the various socio-economic classes, which results in differential family sizes most pronounced in families headed by younger persons; (b) the greater cohesiveness of families with a more adequate income, caused by such factors as favorable mortality experience, later marriage of adult children, and less frequent disorganization because of economic need; and (c) the ratio of gainfully occupied persons to other family members.

### **Income in Single and Multi-Family Households**

In the National Health Survey the income reported for the household represented the total income of all members related to the head of the household. For some households application of the definition of "family" used in the study entails the division into two or more bio-legal families of related persons for whom only aggregate income is available. Therefore it is not possible to make a direct comparison between the incomes of bio-legal families in single-family households and those in multi-family households.

It is possible, however, to compare income in single-family households with that reported for all related persons in households which contain two or more bio-legal families. As will be seen from table 9, there are no great differences in the percentage distribution of income in households of these two types, though somewhat higher percentages of the single-family households are found in the lower-income categories.

When the size of the household is considered, however, it seems probable that per capita income for the two groups is very nearly the same. The 532,383 urban single-family households averaged 3.3 members, while for the 170,649 multi-family households there was an average of 4.0 family members. It is estimated that among nonrelief families per capita income is \$500 in multi-family households, as compared with the estimate of \$490 given previously in this article for persons in nonrelief single-family households.

### **Summary and Conclusions**

The present study has dealt with the analysis of income of single-family households according to family size, family type, age of family head, and the combinations of these factors.

Bio-legal families which constitute the entire household contribute 57 percent of all the bio-legal families and 70 percent of the individuals in the entire urban sample. However, the relative representation of families of different types and families with specified age of head differ in these bio-legal families from the proportions in the sample as a whole. The income of single-family households is not materially different from that of multi-family households, considering the larger average size of the latter.

Analysis of the income of single-family households shows that:

(1) A positive association between family size and income exists, but over certain ranges only.

(2) A marked negative association is found between family size and per capita income.

(3) Nonparent families have, in general, the most favorable income status and show the most marked positive association between income and family size.

(4) Families with only the female spouse have the least favorable income distribution, although among nonrelief families their relative position improves with increased size of family.

(5) Husband-and-wife families have an income distribution more favorable than that of one-spouse families headed by a male in families of two persons, but less favorable in larger families. In nonrelief husband-and-wife families the association between income and family size is negligible.

(6) When families of specified size are grouped according to the age of the head of the family, there is a progressive improvement in income as size of family and age of the head of the family are increased simultaneously.

(7) Classification of nonrelief families by family type and age of the family head reveals the following association pattern between family size and income: For husband-and-wife families the association is markedly negative for families headed by younger persons, but the magnitude of this negative correlation decreases progressively with increase in the age of the head until the association becomes increasingly positive for families headed by persons aged 60 and over. For one-spouse families the association is slightly negative in families headed by young persons and increasingly positive in those headed by persons aged 45 and over. In nonparent families the negative association is absent even in families headed by persons aged 16-24, and the intensity of the positive association between income and family size increases with advancing age of the head of the family.

(8) The relative frequency of individuals in a given income category, classified according to the age of the individuals and the size and type of families from which such individuals are derived, indicates patterns of association analogous to those observed in families classified by family type and age of head.

The patterns of association between family size and income may be accounted for in terms

of the differential marriage age and birth rate, the greater cohesiveness of families of higher economic status, and the relation between the number of gainfully occupied persons and others in the family. Following articles will analyze the income distribution of single-family households of specified size according to the relative numbers of gainful workers and of children under 16 years of age.

# EMPLOYMENT SECURITY

BUREAU OF EMPLOYMENT SECURITY • DIVISION OF RESEARCH AND STATISTICS

## *Review of the Month*

PAYMENTS TO unemployed workers aggregated nearly \$35.6 million in July, representing a decline of more than 18 percent from June. Declines were general throughout the country, with 43 of the 49 States in which benefits were payable in June and July reporting reduced amounts of benefit payments. Reductions in many States reflected to some extent the cessation of payments to workers attached to the railroad industry, since payments to these workers are now being made by the Railroad Retirement Board. The over-all decrease was due in large part to the pronounced reductions in benefit payments in California, Massachusetts, New York, and Pennsylvania, all of which reported decreases in excess of 20 percent. Relatively sharp decreases occurred also in Connecticut, Idaho, Kansas, Maine, New Hampshire, South Dakota, Wyoming, and Alaska. The decline reported by South Dakota, however, partly reflected the suspension of benefit operations late in the month. Only 2 of the 6 States reporting increases paid 20 percent or more than in the preceding month. In Michigan, seasonal lay-offs, coupled with the initiation of new benefit years by unemployed workers, resulted in payments which were more than 20 percent higher than last month.

While benefit payments were declining, initial-claim receipts leveled off, increasing less than 1 percent over June. The most pronounced increases were reported by Connecticut, New Hampshire, South Carolina, and West Virginia. In the latter State, the initial-claim load was markedly expanded because of the receipt of initial claims for partial unemployment, which under the present State regulations are accepted on a quarterly basis. Procedures relating to the revised laws in Connecticut and New Hampshire largely accounted for the sharp increases in those States, while in South Carolina the larger volume was due primarily to the filing of new claims by many workers who had exhausted their claims during the 12-month period ended June 30, 1939. Reductions in receipts of initial claims in jurisdictions such as Massachusetts, Michigan, New York,

Ohio, and Pennsylvania substantially offset appreciable increases which occurred in many States.

The number of out-of-State initial claims totaled nearly 27,700 during July, as compared with about 19,800 in June. The expanded volume is due to a considerable extent to the acceptance of such claims by Illinois, which began benefit operations in July. Other States receiving a considerably larger number of such claims were Florida and Michigan. The number received in July represented 2.8 percent of the total of initial claims received in local offices and directly in central offices from claimants located within the State. Continued out-of-State claims, representing 3 percent of the total number of continued claims received in local offices, totaled about 154,000, as compared with 176,000 in June.

The number of out-of-State initial claims received by liable States during the second quarter of 1939 totaled 65,500, a decrease of 29.3 percent from the first quarter of the year. Reduced receipts of initial claims were general. The New England area received claims from the fewest number of agent States. New York received the largest number of initial claims from other jurisdictions. California, which reported the largest volume in the first quarter, showed a 46-percent decrease for the second quarter. The volume forwarded to Michigan from other States was almost equivalent to that of California. These three States received claims from every jurisdiction, including Alaska and Hawaii. New York received about 22 percent from Pennsylvania, California received the largest number from Oklahoma (9.7 percent), and Michigan received about 11 percent from Illinois.

More than 764,000 individuals were receiving benefits during the week ended July 15, a decrease of 4.6 percent from the number of recipients in the midweek of June. The majority of the States reported decreases in the number of individuals receiving benefits, with the most pronounced reductions being reported by Alaska, Kansas, New Hampshire, Utah, and Vermont, all of which had over 30 percent fewer recipients than in the midweek of June. On the other hand, increases

**Table 1.—State unemployment compensation funds available for benefits, cumulative collections and interest, and benefits charged, by States, as of July 31, 1939**

[Data reported by State agencies,<sup>1</sup> corrected to Aug. 19, 1939]

[Amounts in thousands]

State	Month and year benefits first payable	Total funds available for benefits as of July 31, 1939			Cumulative collections and interest credited as of July 31, 1939		Benefits charged				Percent of—			
		Amount <sup>2</sup>	Percentage change from June 30, 1939	Index <sup>3</sup>	Total collections and interest <sup>4</sup>	Collections <sup>5</sup>	Collections January-July 1939 <sup>6</sup>	Cumulative total through July 31, 1939 <sup>7</sup>	January-July 1939 <sup>8</sup>	July 1939	1939 benefits to 1939 collections <sup>9</sup>	Total benefits to cumulative collections and interest <sup>10</sup>	Benefits to collections since benefits first payable	
Total		\$1,351,639	+3.8	140.5	\$2,012,164	\$1,967,327	\$490,754	\$60,525	\$264,591	\$35,523	+19.4	58.2	32.9	70.3
States collecting quarterly, total		\$1,163,675	+3.9	141.4	\$1,739,340	\$1,701,245	\$430,580	\$57,665	\$236,656	\$32,005	+19.9	60.0	33.1	72.7
Alabama <sup>10</sup>	January 1938	9,751	+2.5	110.3	20,510	20,113	4,875	10,759	2,630	390	+7.7	53.9	52.5	94.5
Arizona	January 1939	862	+2.4	97.4	1,107	1,085	212	245	245	20	-42.9	115.6	22.1	115.6
Arkansas	January 1938	2,462	+9.5	122.2	5,323	5,233	1,450	2,861	959	121	-4.7	65.7	53.7	88.2
California <sup>10</sup>	January 1938	6,260	+2.0	117.9	7,431	7,265	2,051	1,171	1,171	171	-11.4	57.1	57.1	57.1
Colorado	January 1938	130,841	+2.8	194.8	177,563	173,203	44,769	46,722	23,006	2,749	-27.2	51.4	26.3	43.7
Connecticut	January 1938	9,729	+2.8	108.8	12,197	11,861	3,136	2,468	309	-31.9	78.7	20.2	78.7	78.7
Delaware	January 1939	24,193	+11.3	158.1	39,704	38,942	10,945	15,511	3,256	202	-58.5	29.7	39.1	65.1
Florida	do	5,049	+5.8	129.0	5,505	5,388	1,536	456	456	58	-6.5	29.7	8.3	29.7
Idaho	September 1938	13,316	+4.9	134.9	14,372	14,071	4,362	1,056	1,056	281	+27.7	24.2	7.3	24.2
Illinois	do	2,557	+6.0	85.0	4,799	4,681	1,190	2,242	1,876	73	-37.1	157.6	46.7	130.0
Indiana	July 1939	162,652	+5.5	105.5	163,024	159,583	43,374	372	372	(1)	+4.2	.2	4.2	4.2
Iowa	April 1938	30,180	+10.7	111.4	53,676	52,386	14,206	23,496	7,187	796	-13.4	50.6	43.8	91.0
Kansas	July 1938	12,182	+1.1	122.2	18,778	18,345	4,611	6,596	4,011	321	-28.3	87.0	35.1	77.2
Kentucky <sup>10</sup>	January 1939	12,571	+8.1	123.5	14,218	13,896	3,902	1,647	1,647	128	-35.0	42.2	11.6	42.2
Maine	January 1938	22,637	+3.0	119.5	26,118	25,437	6,927	3,481	3,481	479	-16.7	50.3	13.3	50.3
Maryland	do	3,147	+23.1	83.7	9,809	9,669	2,700	6,662	2,127	177	-35.6	76.2	67.9	111.9
Massachusetts	do	14,249	+17.8	157.3	28,196	27,771	8,655	13,947	3,803	455	-14.0	43.9	49.5	74.1
Michigan	do	63,482	+4.1	152.0	102,140	99,798	22,608	38,658	11,559	1,434	-28.6	51.1	37.8	66.0
Minnesota	July 1938	50,918	+14.5	80.4	111,216	109,127	33,094	60,298	20,395	3,840	+20.9	61.6	54.2	128.7
Mississippi	do	18,717	+2.7	157.0	32,494	31,871	8,003	13,777	5,616	384	-23.4	70.2	42.4	66.6
Missouri	April 1938	3,939	+14.9	135.1	6,332	6,192	1,531	2,303	979	97	-9.3	63.9	37.8	72.0
Montana	January 1939	44,033	+5.2	129.4	47,135	46,149	12,623	3,102	3,102	437	-18.9	24.6	6.6	24.6
Nebraska	July 1939	6,871	+10.4	110.4	6,887	6,739	2,048	16	16	(1)	+2.4	.2	2.4	2.4
Nevada	January 1939	9,167	+10.0	129.4	10,096	9,890	2,920	929	929	67	-21.2	31.8	9.2	31.8
New Jersey <sup>10</sup>	do	1,704	+6.6	111.5	2,187	2,140	639	483	483	61	-25.6	75.6	22.1	75.6
New Mexico	do	84,558	+3.9	126.8	94,623	92,242	27,036	10,065	10,065	1,242	-14.3	37.2	10.6	37.2
New York	December 1938	2,783	+7.3	113.2	3,531	3,441	1,019	748	748	102	+10.9	72.5	21.2	72.5
Ohio	January 1938	146,406	+1.7	148.8	266,666	260,577	58,579	140,260	52,930	7,750	-26.2	90.4	48.9	76.3
Oklahoma	January 1939	113,608	-7	116.1	128,492	124,859	29,285	14,884	14,884	2,400	-18.9	50.8	11.6	50.8
Pennsylvania	January 1938	13,375	+3.3	105.8	16,442	15,966	3,011	3,067	2,996	247	-25.4	99.5	18.7	86.0
Rhode Island <sup>10</sup>	do	77,634	-1.7	110.1	185,883	182,415	42,821	108,249	36,703	4,814	-25.8	85.7	58.2	96.0
South Dakota	January 1939	9,228	+20.5	116.2	21,937	21,587	5,594	12,709	3,416	598	-8.1	61.1	57.9	92.3
Tennessee	January 1938	2,292	(1)	115.9	* 2,582	* 2,507	* 578	* 290	* 290	* 32	(1)	* 50.2	* 11.2	* 50.1
Utah	do	11,291	+4.7	145.2	20,214	19,827	5,372	8,923	2,778	397	-18.6	51.7	44.1	73.5
Virginia	do	3,098	+18.5	121.0	6,674	6,563	1,942	3,576	1,115	109	-13.5	57.4	53.6	88.6
Washington	do	14,578	+4.7	174.2	23,259	22,780	6,214	8,681	3,045	402	-23.4	49.0	37.3	59.8
Wyoming	January 1939	20,778	+7.8	110.0	24,808	24,246	5,682	4,030	398	-8.5	70.9	16.2	70.9	70.9
States collecting monthly, total		2,577	+8.5	107.3	3,412	3,340	981	835	835	76	-35.0	85.1	24.5	85.1
District of Columbia		187,904	+2.9	158.4	272,824	266,062	60,174	84,860	27,935	3,518	+14.3	46.4	31.1	57.3
Georgia	January 1938	14,074	+3.2	238.8	16,695	16,246	4,094	2,621	948	97	-6.7	22.2	15.7	25.1
Hawaii	do	19,116	+2.2	123.3	20,938	20,489	5,237	1,822	1,822	323	+6.6	34.8	8.7	34.8
Louisiana <sup>10</sup>	January 1938	4,365	+7.8	134.3	4,483	4,390	1,189	118	118	24	-17.2	9.9	2.6	9.9
New Hampshire	do	14,824	+2.5	193.7	22,799	22,305	5,829	7,975	3,968	443	-20.8	68.1	35.0	54.1
North Carolina	do	5,199	+8.0	122.4	8,892	8,693	1,757	3,693	961	89	-54.6	54.7	41.5	82.0
North Dakota	January 1939	14,690	+3.7	156.1	26,044	25,552	6,482	11,354	3,138	419	-9.3	48.4	43.6	66.8
Oregon	January 1938	2,129	+2.3	123.2	2,537	2,482	617	408	408	33	-26.7	66.2	16.1	66.2
South Carolina	July 1938	9,267	+1.9	147.9	11,246	10,938	2,698	1,979	1,979	196	+3.7	51.5	17.6	41.3
Texas	January 1938	40,116	+2.9	203.1	56,153	54,829	13,594	16,037	6,693	802	-12.3	49.2	28.6	45.4
Vermont	do	2,544	+3.1	180.2	3,759	3,681	870	1,215	393	30	-28.6	45.2	32.3	53.2
West Virginia	do	10,103	+2.7	99.0	25,029	24,675	5,654	14,926	2,861	526	-22.2	50.6	59.6	102.4
Wisconsin	July 1936	44,570	+1.9	147.2	58,378	56,225	8,363	13,808	2,254	292	+8.5	27.0	23.7	147.3

<sup>1</sup> Except interest earned on funds in State accounts in unemployment trust fund which is credited and reported by the U. S. Treasury in last month of each quarter.

<sup>2</sup> Represents sum of balances at end of month in State clearing account, benefit-payment account, and unemployment trust fund account maintained in the U. S. Treasury.

<sup>3</sup> For all States except Wisconsin, index is based upon funds available for benefits as of end of month prior to that in which benefits were first payable; Wisconsin index is based on funds available as of Dec. 31, 1937.

<sup>4</sup> Includes refund of \$40,661,886 by Federal Government to 13 States, Alaska, and Hawaii, collected on pay rolls for year 1936 under title IX.

<sup>5</sup> Includes contributions plus penalties and interest collected from employers since contributions were first payable. Figures are adjusted for refunds of contributions and for dishonored contribution checks. Employer

contributions of 2.7 percent are collected in all States except the District of Columbia, Michigan, and New York, where rate is 3 percent.

<sup>6</sup> Adjusted for voided benefit checks.

<sup>7</sup> Figures for Illinois and Montana represent percent of July benefits to July collections only.

<sup>8</sup> Figures for South Dakota cumulative through June, since July data were not reported because State agency suspended operations July 28, 1939.

<sup>9</sup> Computed on basis of 48 States paying benefits in June and July.

<sup>10</sup> Employee contributions of 1 percent are collected in Alabama, California, Kentucky, and New Jersey; of 0.5 percent in Louisiana; and of 1.5 percent in Rhode Island.

<sup>11</sup> Benefits first payable in July.

<sup>12</sup> Includes \$2,147,000 in benefits paid prior to January 1938.

<sup>13</sup> Computed on basis of collections and benefit payments since Jan. 1, 1938.

of 30 percent or more were reported by the District of Columbia, Florida, New Mexico, and South Carolina, while Michigan and Pennsylvania had increases of 27 and 29 percent, respectively. There was a decline of nearly 24 percent in the number of claimants exhausting wage credits during the month, with 42 out of the 48 jurisdictions

**Table 2.—Contributions deposited in State clearing accounts, by States, January-July 1939 and July 1939**

[Data reported by State agencies, corrected to Aug. 18, 1939]

State	Contributions deposited <sup>1</sup>	
	January-July <sup>2</sup>	July
Total.....	\$490,756,637	\$87,304,477
States collecting quarterly, total.....	430,580,498	78,607,459
Alabama.....	4,874,807	626,797
Alaska.....	212,181	40,060
Arizona.....	1,458,658	335,173
Arkansas.....	2,051,260	296,445
California.....	44,769,216	6,347,269
Colorado.....	3,136,204	570,724
Connecticut.....	10,945,161	2,651,048
Delaware.....	1,536,314	334,170
Florida.....	4,362,053	900,107
Idaho.....	1,189,598	218,134
Illinois.....	43,373,740	8,851,578
Indiana <sup>3</sup> .....	14,205,688	3,712,840
Iowa.....	4,611,290	451,407
Kansas.....	3,902,226	1,070,663
Kentucky.....	6,926,763	1,144,818
Maine.....	2,789,700	758,196
Maryland.....	8,654,599	2,608,303
Massachusetts.....	22,608,310	3,955,921
Michigan.....	33,094,330	10,280,421
Minnesota.....	8,002,705	876,117
Mississippi.....	1,530,718	600,683
Missouri.....	12,623,378	2,622,989
Montana.....	2,047,638	663,315
Nebraska.....	2,920,402	897,463
Nevada.....	639,169	106,841
New Jersey <sup>4</sup> .....	27,035,501	4,384,033
New Mexico.....	1,018,744	201,593
New York.....	58,579,087	10,211,088
Ohio.....	29,285,382	1,641,778
Oklahoma.....	3,011,268	672,300
Pennsylvania.....	42,820,877	3,503,020
Rhode Island.....	5,594,194	2,168,444
South Dakota.....	1,578,075	( <sup>5</sup> )
Tennessee.....	5,371,862	907,596
Utah.....	1,942,096	591,109
Virginia.....	6,214,076	1,055,172
Washington.....	5,682,070	1,908,438
Wyoming.....	981,158	276,406
States collecting monthly, total.....	60,176,139	8,787,018
District of Columbia.....	4,063,782	535,557
Georgia.....	5,237,252	732,281
Hawaii <sup>1</sup> .....	1,189,294	340,003
Louisiana.....	5,828,891	805,633
New Hampshire.....	1,757,311	474,548
North Carolina.....	6,482,086	935,138
North Dakota.....	616,703	81,149
Oregon.....	3,802,490	677,096
South Carolina.....	2,686,090	368,224
Texas.....	13,594,118	1,930,951
Vermont.....	870,251	107,455
West Virginia.....	5,654,380	788,730
Wisconsin.....	8,363,491	1,107,233

<sup>1</sup> Includes contributions plus penalties and interest collected from employers.

<sup>2</sup> Adjusted for refunds of contributions and for dishonored contribution checks.

<sup>3</sup> Figures for South Dakota cumulative through June, since July data were not reported because State agency suspended operations July 28, 1939.

<sup>4</sup> Some employers contribute monthly.

<sup>5</sup> Some employers contribute quarterly.

**Table 3.—Number of initial and continued claims <sup>1</sup> received in local offices, by States, July 1939**

[Data reported by State agencies, corrected to Sept. 2, 1939]

State	Initial claims <sup>1</sup>		Continued claims <sup>1</sup>	
	Number	Percentage change from June	Number	Percentage change from June
Total.....	978,098	+0.7	5,159,861	-7.4
Alabama.....	14,397	+17.4	90,205	+1.4
Alaska.....	46	-74.6	824	-45.2
Arizona.....	2,111	+10.2	14,175	+5.0
Arkansas.....	7,045	+77.2	37,913	-7.8
California.....	54,150	+1.7	348,938	-0.7
Colorado.....	3,578	+0.7	34,177	-25.5
Connecticut.....	17,466	+117.6	67,615	+12.2
Delaware.....	1,105	-13.7	7,956	-13.7
District of Columbia.....	1,564	+3.6	16,453	-3.5
Florida.....	17,210	+44.1	85,645	+27.0
Georgia.....	12,923	+1.5	77,903	-1.1
Hawaii.....	442	-28.6	2,653	-21.3
Idaho.....	1,476	+4.8	9,652	-19.0
Illinois.....	127,085	( <sup>2</sup> )	220,187	( <sup>2</sup> )
Indiana.....	19,003	+36.4	120,127	-4.9
Iowa.....	7,180	+10.4	47,424	-14.3
Kansas.....	3,809	+2.5	20,567	-31.1
Kentucky.....	5,531	-19.1	84,278	-18.9
Louisiana.....	11,660	+20.4	74,246	-9.6
Maine.....	7,176	-14.2	40,203	-35.6
Maryland.....	6,740	-3.4	77,867	-5.5
Massachusetts.....	40,367	-16.9	216,588	-4.6
Michigan.....	149,997	-13.7	335,133	+38.4
Minnesota.....	4,864	-0.3	51,650	-14.1
Mississippi.....	4,606	+15.4	23,306	-4.5
Missouri.....	14,786	+10.0	91,953	-12.2
Montana.....	4,153	( <sup>2</sup> )	7,698	( <sup>2</sup> )
Nebraska.....	1,830	-16.7	10,662	-16.1
Nevada.....	1,006	+7.0	5,361	-18.5
New Hampshire.....	5,760	+234.1	20,426	-30.8
New Jersey.....	20,806	-12.9	190,680	-1.1
New Mexico.....	3,779	+4.7	14,828	-21.2
New York.....	143,041	-10.5	920,534	-16.3
North Carolina.....	19,868	-12.6	121,163	-7.1
North Dakota.....	329	-26.2	4,308	-18.7
Ohio.....	18,227	-28.5	334,677	-10.6
Oklahoma.....	6,961	+11.5	35,874	-16.2
Oregon.....	10,490	+3.4	33,481	-6.4
Pennsylvania.....	58,635	-7.4	647,025	-2.0
Rhode Island.....	12,091	-10.1	83,173	-9.2
South Carolina.....	19,580	+108.6	69,795	-11.1
South Dakota <sup>3</sup> .....	16,390	+69.2	78,665	-24.6
Tennessee.....	21,284	+6.1	66,862	-2.7
Utah.....	3,940	-16.1	14,195	-11.2
Vermont.....	1,233	+19.5	5,022	-25.3
Virginia.....	8,283	-10.2	71,246	-19.5
Washington.....	4,917	-7.1	57,252	-13.7
West Virginia.....	47,233	+456.6	90,789	-3.5
Wisconsin.....	10,546	-18.5	65,348	+18.8
Wyoming.....	1,030	-12.0	7,169	-22.9

<sup>1</sup> For definitions of types of claims, see the *Bulletin*, March 1939, pp. 32-34.

<sup>2</sup> Benefits first payable July 1939.

<sup>3</sup> Data not reported. State agency suspended operations July 28, 1939.

<sup>4</sup> Includes claims for total and part-total unemployment only.

tions in which benefits were payable throughout June and July reporting a decrease in the rate of exhaustions. The largest increase in the number of claimants exhausting wage credits during July was reported by North Carolina. The number of new claims authorized during the month in all States declined nearly 10 percent. In 19 States authorizations were 30 to 59 percent fewer than in the previous month. Despite the widespread reductions in the number of new claims authorized

Table 4.—Number of out-of-State initial<sup>1</sup> claims received by Kable States from agent States,<sup>2</sup> April-June 1939

(Data reported by State agencies, corrected to July 31, 1939)

Agent State		Liable State <sup>3</sup>																					
Total	Ala- bama	Alaska	Ar- kansas	Cal- ifornia	Colo- rado	Con- nect- icut	Dela- ware	Flor- ida	Geor- gia	Hi- saw	Idaho	Indi- ana	Iowa	Kan- sas	Ken- tucky	Louis- iana	Maine	Mary- land	Mass- achu- sets	Mich- igan	Min- ne- so- ta	Miss- issi- ppi	
65,604	1,217	798	1,603	950	4,588	1,359	1,722	258	2,245	1,001	58	901	1,021	891	1,533	1,151	690	1,069	2,057	4,576	1,022	684	
Alabama	1,180	0	1	5	0	4	1	0	228	201	0	0	6	5	1	68	48	0	10	1	1	4	113
Alaska	1,152	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	
Arizona	676	2	0	0	0	0	0	0	248	38	3	1	1	2	8	14	12	5	0	1	2	10	2
Arkansas	1,629	29	0	0	0	0	0	0	216	36	1	1	1	0	9	12	13	61	18	106	0	200	
California	6,717	47	41	653	82	175	371	55	0	0	1	1	1	1	19	43	153	102	158	229	44	6	89
Colorado	1,121	0	1	3	0	0	0	13	0	0	0	0	0	0	0	0	15	10	33	6	3	1	277
Connecticut	912	1	3	0	0	0	0	2	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
Dalaware	335	2	0	0	0	0	0	0	1	0	0	0	0	0	0	0	0	0	0	0	0	0	0
District of Columbia	817	5	0	1	8	3	14	3	26	14	0	0	0	0	0	0	1	4	1	6	3	2	7
Florida	1,746	134	0	5	2	19	6	32	8	0	0	0	0	0	0	0	15	28	10	32	74	76	11
Georgia	1,571	290	1	3	5	13	0	7	2	496	1	0	0	0	0	0	0	0	0	0	0	0	17
Hawaii	45	0	4	25	2	80	31	0	0	2	0	0	0	0	0	0	0	0	0	0	0	0	0
Idaho	622	0	0	0	0	0	0	0	10	1	0	0	0	0	0	0	0	0	0	0	0	0	0
Illinois	1,870	24	0	11	19	97	26	10	1	35	6	1	2	0	5	125	76	127	37	16	1	509	48
Indiana	1,154	4	3	6	6	55	12	4	0	0	0	0	0	0	0	15	9	81	4	0	2	295	9
Iowa	787	3	1	10	2	133	20	3	0	0	0	0	0	0	0	7	2	24	5	2	0	0	0
Kansas	1,604	3	1	30	21	164	149	1	0	0	0	0	0	0	0	11	11	32	8	12	0	0	0
Kentucky	1,460	34	0	11	8	26	9	2	0	0	0	0	0	0	0	10	151	4	12	13	2	457	11
Louisiana	1,151	54	0	18	188	38	1	2	0	0	0	0	0	0	0	0	0	0	0	0	2	16	100
Maine	654	0	0	0	0	3	51	1	33	0	0	0	0	0	0	0	0	0	0	0	0	0	0
Maryland	748	4	0	1	0	10	2	14	41	20	4	0	0	0	0	0	0	0	0	0	0	0	1
Massachusetts	2,885	3	1	3	0	42	4	391	10	120	8	0	0	0	0	10	13	0	3	1	229	13	49
Michigan	911	30	1	9	10	75	9	10	0	36	13	0	0	0	0	87	13	6	25	3	0	0	22
Minnesota	717	5	6	4	100	6	1	0	0	10	0	0	0	0	0	10	6	83	6	4	1	0	0
Mississippi	841	186	1	6	74	30	1	0	0	32	0	0	0	0	0	8	17	7	22	183	0	2	1
Missouri	2,100	14	0	29	134	327	109	2	0	0	23	6	0	0	0	23	48	132	243	30	27	3	235
Montana	233	0	1	3	1	19	4	1	0	1	0	0	0	0	0	16	5	95	51	1	0	0	35
Nebraska	632	0	0	4	1	106	77	0	0	1	0	0	0	0	0	14	2	3	0	0	0	0	0
Nevada	366	0	0	26	2	183	21	0	27	0	9	1	0	0	0	0	0	0	0	0	0	0	0
New Hampshire	647	0	0	0	0	2	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
New Jersey	1,735	3	0	0	1	36	1	80	20	120	8	0	0	0	0	5	0	0	0	0	0	0	0
New Mexico	4,332	29	0	2	5	188	10	715	14	316	55	0	0	0	0	27	11	15	13	25	51	0	23
North Carolina	1,145	23	0	6	2	12	1	29	4	61	67	0	0	0	0	7	1	4	1	24	3	54	1
North Dakota	222	1	0	1	0	45	1	0	0	0	0	0	0	0	0	0	8	1	4	0	0	0	0
Ohio	1,540	30	0	8	9	55	6	19	3	62	22	0	0	0	0	99	5	4	78	8	0	0	10
Oklahoma	2,670	13	0	181	134	443	93	4	0	11	8	0	0	0	0	17	25	21	386	12	51	0	202
Oregon	1,023	1	33	19	19	339	23	1	0	1	0	0	0	0	0	80	5	12	16	1	0	0	60
Pennsylvania	3,259	19	1	10	4	83	9	89	133	93	12	0	0	0	0	25	3	7	15	6	5	0	32
Rhode Island	799	0	0	0	0	7	0	90	0	12	0	0	0	0	0	0	0	0	0	0	0	0	5
South Carolina	23	0	0	1	0	1	1	0	54	61	0	0	0	0	0	2	0	0	0	0	0	0	0
South Dakota	210	0	0	5	0	41	6	0	0	0	0	0	0	0	0	7	2	18	0	0	0	0	1
Tennessee	1,844	138	0	10	94	42	5	0	109	49	48	0	0	0	0	33	3	53	3	27	3	9	3
Texas	3,229	64	1	163	126	380	72	5	0	127	0	0	0	0	0	12	35	26	151	465	1	7	47
Utah	632	1	0	29	1	168	45	2	0	0	0	0	0	0	0	0	3	4	1	0	0	0	0
Vermont	272	0	0	0	0	5	0	27	0	10	0	0	0	0	0	0	0	0	0	0	0	0	0
Virginia	1,062	10	0	1	1	9	3	11	13	35	2	0	0	0	0	11	5	0	0	127	7	1	0
Washington	2,128	2	692	55	1	341	40	2	0	2	0	0	0	0	0	0	4	2	18	0	7	0	1
West Virginia	1,179	19	0	3	17	4	3	0	16	2	0	0	0	0	0	1	15	1	2	0	40	3	
Wisconsin	569	1	0	1	2	18	2	1	0	0	0	0	0	0	0	0	22	3	2	0	0	0	0
Wyoming	253	1	3	5	1	21	35	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0

See footnotes at end of table.

Table 4.—Number of out-of-State initial<sup>1</sup> claims received by liable States from agent States,<sup>2</sup> April—June 1939—Continued

[Data reported by State agencies, corrected to July 31, 1939]

Agent State		Liable State <sup>3</sup>																						
Misouri	Nebraska	New Hampshire	New Jersey	New Mexico	New York	North Carolina	North Dakota	Ohio	Oklahoma	Oregon	Pennsylvania	Rhode Island	South Carolina	South Dakota	Tennessee	Texas	Utah	Vermont	Virginia	Washington	Wisconsin	Wyoming		
Total	1,893	574	1,069	1,933	1,239	6,022	1,448	127	2,193	1,663	918	2,478	915	649	188	1,221	2,488	793	281	1,637	1,076	601	858	
Alabama	11	1	0	2	10	1	45	37	0	26	5	1	6	0	11	1	129	67	0	0	0	1	2	
Alaska	3	0	3	0	0	1	3	0	1	0	15	1	0	0	0	0	0	0	0	0	0	0	7	
Arizona	15	7	20	0	7	66	35	1	0	6	43	9	0	1	1	5	45	17	0	1	1	7	3	
Arkansas	147	14	23	0	2	32	13	2	1	26	180	7	4	2	2	2	94	196	2	1	1	8	14	
California	376	216	233	9	95	155	649	14	10	185	306	336	105	40	4	46	87	291	317	2	21	30	107	
Colorado	64	98	15	0	3	69	23	0	1	16	37	15	7	1	1	1	7	4	31	68	1	12	172	
Connecticut	2	1	2	12	86	0	332	5	0	0	2	23	116	1	0	0	1	0	0	8	6	0	3	0
Delaware	1	0	0	0	52	0	25	3	0	1	0	139	0	2	1	2	1	0	0	0	14	0	0	
District of Columbia	5	1	0	0	19	2	129	1	0	17	3	1	47	12	25	1	5	0	6	0	198	1	2	
Florida	17	8	0	20	125	5	454	62	0	81	8	0	69	13	41	0	115	28	1	7	7	29	0	0
Georgia	15	2	0	2	15	5	64	136	0	33	5	1	22	0	0	0	1	0	0	0	0	0	1	
Hawaii	1	0	1	0	1	0	1	0	0	0	1	64	1	0	0	1	0	0	0	0	0	0	0	
Idaho	6	19	48	0	0	16	22	116	6	2	1	47	78	7	41	3	1	0	34	63	8	0	56	
Illinois	120	16	3	0	16	65	7	0	286	8	5	32	4	2	4	1	45	13	0	0	9	5	61	
Indiana	43	4	2	0	15	8	19	0	5	17	9	10	8	0	1	1	19	3	10	4	0	4	3	
Iowa	72	105	4	0	4	2	10	0	1	18	285	11	7	1	2	1	17	14	13	0	2	17	41	
Kansas	323	103	8	1	1	87	10	0	18	0	223	2	0	28	1	9	0	123	19	14	0	1	6	2
Kentucky	33	3	2	0	15	5	54	18	0	13	22	1	7	2	1	0	20	410	2	2	4	1	1	
Louisiana	15	0	0	200	13	0	116	3	0	1	0	3	31	1	0	1	0	19	2	0	0	0	0	
Maine	0	0	0	200	13	0	106	0	100	76	0	16	0	0	119	7	15	0	4	4	0	0	2	
Maryland	8	3	1	1	615	101	566	0	26	21	1	0	56	475	13	0	4	6	0	0	116	0	1	
Massachusetts	1	0	2	3	24	127	15	0	162	4	3	52	5	3	2	29	9	2	0	67	9	1	5	
Michigan	19	2	3	26	4	3	33	0	51	18	4	8	0	0	31	8	22	3	0	0	6	7	43	
Minnesota	12	14	2	0	3	1	15	1	15	11	0	13	5	1	0	96	51	1	0	0	4	10	96	
Mississippi	32	69	5	0	4	26	45	8	2	37	159	18	21	2	2	6	58	89	14	0	0	6	45	
Missouri	69	2	2	0	1	1	3	0	1	1	1	5	9	12	5	0	0	23	2	10	11	0	2	
Montana	2	0	0	0	3	0	55	5	0	0	0	1	4	2	0	0	1	0	0	0	0	0		
Nebraska	48	5	0	0	1	1	3	0	1	0	0	1	4	0	0	0	1	0	0	77	1	0	0	
New Hampshire	0	0	0	0	3	0	55	5	0	0	0	0	3	0	0	0	1	0	0	0	0	0		
New Jersey	2	0	1	1	8	0	714	32	0	16	1	1	407	22	10	0	6	12	0	3	25	3	2	
New Mexico	7	2	3	0	1	3	0	714	32	0	16	1	2	0	0	2	0	146	13	0	0	0	0	
New York	51	8	2	2	44	547	1	1	116	1	10	2	579	92	79	1	18	29	6	82	101	8	18	
North Carolina	6	0	0	0	28	3	70	0	0	36	2	1	42	5	172	0	90	2	0	0	343	11	2	
North Dakota	0	1	0	0	36	1	0	0	1	0	0	0	3	0	0	0	33	0	0	0	0	0	0	
Ohio	30	5	1	1	1	3	191	12	0	1	8	3	237	9	2	0	41	13	1	0	27	6	23	
Oklahoma	137	26	12	0	0	1	162	18	8	21	11	1	21	4	0	0	13	76	9	0	1	20	9	
Oregon	10	31	10	0	0	1	457	3	10	3	6	6	8	2	0	0	15	1	1	1	294	5	16	
Pennsylvania	18	4	2	5	17	24	0	77	6	0	21	0	0	16	2	0	0	14	18	3	0	9	3	
Rhode Island	1	1	2	0	1	3	0	77	6	0	1	0	0	8	0	0	0	1	0	0	0	0		
South Carolina	0	0	0	0	0	0	32	0	3	0	0	0	7	0	0	0	3	2	0	0	0	0		
Tennessee	46	6	13	3	8	4	40	78	0	0	3	0	0	1	0	0	22	1	0	0	0	0	0	
Texas	122	22	11	0	14	56	97	24	4	59	360	11	18	4	15	1	64	0	0	0	0	0	0	
Utah	4	12	12	0	2	13	0	54	3	0	0	0	0	0	0	0	0	1	0	0	0	0		
Vermont	0	0	0	0	62	5	0	54	3	0	0	0	0	1	0	0	0	0	0	0	0	0		
Virginia	4	19	1	0	45	0	114	0	43	1	67	3	26	0	0	0	50	0	0	0	0	0	0	
Washington	11	0	11	1	4	19	31	22	0	15	13	9	205	7	2	0	11	6	12	0	0	0	48	
West Virginia	17	0	0	11	2	38	29	0	173	6	137	1	3	0	0	0	11	7	0	0	0	2	2	
Wisconsin	7	5	3	0	1	1	16	0	16	0	5	0	0	2	1	0	0	0	0	0	0	0		
Wyoming	6	46	4	0	2	10	6	0	1	4	8	4	2	0	0	0	0	3	0	0	0	0		

<sup>1</sup> District of Columbia and West Virginia not signatories to Interstate agreement, hence accept no out-of-State claims as liable.

<sup>2</sup> The liable State is one to which a claim has been forwarded by agent State for disposition.

<sup>3</sup> For definitions of types of claims, see the Bulletin, March 1939, pp. 32-34.

during July, authorizations exceeded exhaustions in all but 6 States.

Continuing the marked improvement in job opportunities as reflected in operations of public employment offices throughout the country, placements totaling 213,000 made in private industry in July marked a new all-time high for that month. These placements represented a decline of over 15 percent from June placements, but were 36 percent higher than for the corresponding month of 1938. The improvement in job placements over July of the previous year was general throughout the country, with gains reported from every geographic area. The greatest increase in private placements occurred on the west coast, where a gain of nearly 70 percent was shown. The highly industrialized East North Central region also showed a pronounced increase over last year.

The active file of the number of persons registered with public employment offices as job seekers continued to decline, marking the seventh consecutive monthly decrease. As of July 31, about 6.1 million active registrations were reported on file, which is about 3 percent less than at the close of June and approximately 25 percent lower than at the close of July 1938.

Excluding South Dakota, contributions deposited by 50 jurisdictions totaled nearly \$87.4 million in comparison with \$11.9 million in June. This sharp increase reflects the high volume of deposits which were made by the 37 States which collected contributions on a quarterly basis. The table on the status of the unemployment trust fund, formerly in the section on Financial and Economic Data, will hereafter appear in this section.

Continuing the trend which has been evident in most States since benefits became payable, an addition of \$42.7 million or nearly 4 percent was made to the amounts available for benefits during July by the States which paid benefits throughout June and July. Slight reductions in funds available for benefits occurred in Ohio and Pennsylvania, but the remaining States continued to increase their funds. Additions of 17 percent or more were made in Maine, Maryland, Rhode Island, and Utah by the close of July. From a low of \$5.3 million at the close of July 1938, representing about 67 percent of the original reserve, funds available for benefits in Rhode Island have increased steadily with the improvement of

business conditions; at the close of July 1939 they amounted to over \$9.2 million, approximately 16 percent more than on December 31, 1937.

Benefits charged during July 1939 amounted to

**Table 5.—Number of initial and continued out-of-State claims<sup>1</sup> received as liable State,<sup>2</sup> by States, July 1939**

[Data reported by State agencies, corrected to Sept. 6, 1939]

State	Out-of-State claims received as liable State			
	Initial		Continued	
	Number	Percent of initial claims received in local offices	Number	Percent of continued claims received in local offices
Total	27,663	2.8	153,797	3.0
Alabama	484	3.4	2,835	3.1
Alaska	131	284.9	960	116.5
Arizona	609	28.8	3,512	24.8
Arkansas	331	4.7	2,193	5.8
California	1,371	2.5	16,260	4.7
Colorado	288	7.4	2,244	6.6
Connecticut	711	4.1	2,429	3.6
Delaware	95	8.6	587	7.4
District of Columbia <sup>3</sup>				
Florida	1,242	7.2	6,205	7.3
Georgia	399	3.1	1,618	2.1
Hawaii	12	2.7	125	4.7
Idaho	233	15.8	1,131	11.7
Illinois	3,554	2.8	4,591	2.1
Indiana	369	1.9	2,052	1.7
Iowa	279	3.9	1,617	3.4
Kansas	444	11.7	1,566	7.6
Kentucky	290	5.2	4,180	5.0
Louisiana	373	3.2	3,348	4.5
Maine	124	1.7	785	2.0
Maryland	340	5.0	2,446	3.1
Massachusetts	833	2.1	5,417	2.5
Michigan	3,718	2.5	8,639	2.6
Minnesota	303	6.2	1,894	3.7
Mississippi	268	5.8	1,399	6.0
Missouri	743	5.0	3,146	3.4
Montana	391	9.4	591	7.7
Nebraska	227	12.4	1,053	9.9
Nevada	184	18.3	1,694	31.6
New Hampshire	326	5.7	1,468	7.2
New Jersey	621	3.0	4,633	2.4
New Mexico	393	10.4	2,555	17.2
New York	1,459	1.0	15,260	1.6
North Carolina	453	2.3	2,570	2.1
North Dakota	57	17.3	317	7.4
Ohio	651	3.6	7,082	2.1
Oklahoma	699	10.0	3,545	9.9
Oregon	231	2.2	2,173	6.5
Pennsylvania	740	1.3	7,630	1.2
Rhode Island	181	1.5	1,728	2.1
South Carolina	186	.9	1,251	1.8
South Dakota <sup>4</sup>				
Tennessee	498	3.0	2,986	3.8
Texas	1,072	5.0	8,926	13.3
Utah	365	9.3	807	5.7
Vermont	60	4.9	241	4.8
Virginia	514	6.2	2,450	3.4
Washington	288	5.9	1,896	3.3
West Virginia <sup>5</sup>	52	.1	34	(8)
Wisconsin	210	7.20	565	.9
Wyoming	261	25.3	1,163	16.2

<sup>1</sup> For definitions of types of claims, see the *Bulletin*, March 1939, pp. 32-34.

<sup>2</sup> The liable State is one to which a claim has been forwarded by agent State for disposition.

<sup>3</sup> Not a signatory to interstate agreement; hence accepts no out-of-State claims as liable State.

<sup>4</sup> Data not reported. State agency suspended operations July 28, 1939.

<sup>5</sup> Began accepting out-of-State claims as liable State on July 15, 1939.

<sup>6</sup> Less than 0.1 percent.

<sup>7</sup> Represents percent of initial claims received for total and part-total unemployment only.

\$35.5 million and represented, on the basis of the 48 States paying benefits throughout both months, a decline of more than 19 percent from the June level. Although declines were general, the de-

**Table 6.—Number of individuals receiving benefits during week ended July 15, and number of new claims authorized and of claimants exhausting wage credits during July 1939, by States**

[Data reported by State agencies, corrected to Sept. 2, 1939]

State	Individuals receiving benefits during week ended July 15, 1939		New claims authorized during July <sup>1</sup>	Claimants exhausting wage credits during July
	Number	Percentage change from week ended June 17		
Total	764,262	-4.6	335,636	237,821
Alabama	12,651	+11.7	5,706	2,754
Alaska	329	-31.6	110	55
Arizona	2,623	-0.6	1,067	771
Arkansas	5,977	-10.4	2,943	1,661
California	62,121	-14.0	22,187	17,048
Colorado	8,569	+10.1	1,887	1,957
Connecticut	7,574	-11.8	9,265	1,056
Delaware	1,500	+11.3	656	532
District of Columbia	3,386	+30.4	854	1,689
Florida	8,559	+38.9	5,896	3,379
Georgia	11,438	+2.9	5,836	3,861
Hawaii	616	-21.0	283	131
Idaho	1,235	-29.4	481	491
Illinois	(*)		28,288	0
Indiana	21,696	-3.4	9,710	4,260
Iowa	8,102	-19.6	1,761	2,641
Kansas	3,321	-32.7	1,376	1,249
Kentucky	12,583	-9.1	4,998	3,680
Louisiana	13,321	-16.5	4,557	4,386
Maine	7,308	-18.0	2,823	635
Maryland	10,704	-10.6	3,608	2,651
Massachusetts	29,122	-1.7	14,823	19,930
Michigan	63,087	+27.3	54,253	10,235
Minnesota	10,042	+11.4	3,267	1,784
Mississippi	4,228	+5.1	1,745	727
Missouri	10,311	-22.8	5,886	2,970
Montana	(*)		1,353	0
Nebraska	1,590	-9.0	732	845
Nevada	1,088	-7.2	330	307
New Hampshire	3,197	-36.1	1,427	470
New Jersey	27,881	-8.4	13,552	9,816
New Mexico	2,251	+30.7	902	388
New York	118,843	-27.5	(*)	55,409
North Carolina	20,833	+7.2	6,748	2,046
North Dakota	873	-16.7	255	198
Ohio	55,629	-1.8	18,243	8,137
Oklahoma	5,041	-26.2	2,588	2,420
Oregon	3,977	-21.8	2,659	1,881
Pennsylvania	114,868	+29.4	40,047	38,728
Rhode Island	14,358	-6.5	7,970	3,292
South Carolina	7,054	+35.4	4,827	1,642
South Dakota				
Tennessee	9,445	-25.3	4,677	1,918
Texas	13,114	+6.0	9,559	7,773
Utah	949	-58.6	3,672	221
Vermont	735	-30.2	298	229
Virginia	11,188	-18.6	5,265	4,245
Washington	8,498	-1.7	3,510	4,219
West Virginia	14,213	+12.1	4,212	311
Wisconsin	6,038	+1.2	11,037	3,318
Wyoming	1,716	-14.5	487	475

<sup>1</sup> For definitions, see the *Bulletin*, March 1939, pp. 32-34.

<sup>2</sup> Represents number of claimants exhausting maximum benefits during month.

<sup>3</sup> Because of waiting-period requirements, no benefits were paid during week ended July 15, 1939.

<sup>4</sup> Data not reported.

<sup>5</sup> Data not reported. State agency suspended operations July 28, 1939.

<sup>6</sup> For week ended July 18, 1939.

crease largely reflected the substantial reductions which occurred in California, Massachusetts, New York, and Pennsylvania. The cessation of payments to workers attached to the railroad industry was reflected in the reductions in some States. In Michigan the initiation of new benefit years by unemployed workers contributed to a 21-percent increase over charges made in June.

About \$265 million in benefits has been issued during the first 7 months of 1939, with approximately one-half of this amount accounted for by payments in California, Michigan, New York, and Pennsylvania. The total amount paid during this year represents about 58 cents of each \$1 in contributions received since January 1, 1939. Only in Alaska and Idaho have payments exceeded contributions, while 5 other States, including New York and Pennsylvania, have paid out 85 cents or more for each \$1 of contributions received during this year. In contrast to this experience, 16 States, excluding Illinois and Montana, have disbursed less than 50 cents of each \$1 in contributions received. Of this group, 8 were States which had paid benefits throughout 1938.

A comparison of benefits charged and contributions received by the State agencies since benefits were first payable reveals that benefits have exceeded payments in 5 jurisdictions—Alaska, where \$1.16 has been paid for each \$1 in contributions; Idaho, \$1.30; Maine, \$1.12; Michigan, \$1.29; and West Virginia, \$1.02. In 14 other States, most of which paid benefits during all or a portion of 1938, benefits have equaled 75 cents or more of each \$1 collected.

#### State Amendments

There was little State legislative activity in the field of unemployment compensation during August. Only the legislatures of Massachusetts, New Jersey, and Wisconsin were in regular session. Massachusetts had adjourned by August 12 while New Jersey had recessed until September 25. The Illinois legislature is expected to convene in special session about October 1.

Amendments enacted during August effected the following changes in the State laws:

**Massachusetts.**—An amendment approved by the Governor on August 12 simplifies the benefit formula and follows the recent amendments to the Social Security Act by exempting certain occupational groups and providing that employers

shall pay contributions on only the first \$3,000 of a worker's annual wages. A calendar-year base period, a fixed uniform benefit year beginning April 1, and a table of even-dollar weekly benefit amounts varying from \$6 to \$15 have been established. To be eligible for benefits, an employee is required to have earned 25 times his weekly benefit amount during the base period. During the benefit year he may receive maximum total benefits equal to 20 times his weekly benefit

amount or 30 percent of his base-period earnings, whichever is less. Wages over \$3,000 earned by an employee from each employer are no longer to be considered in computing either an employer's contribution or the worker's benefit. Experience-rating provisions have been incorporated, permitting contribution rates to range from 0.5 percent to 2.7 percent, on the basis of the individual employer's experience as correlated with a State experience factor. Benefits for partial unemploy-

Table 7.—Activities of public employment services in the United States, by States, July 1939

State	Placements					New applications		Active file <sup>1</sup> as of July 31, 1939	
	Total	Private			Public	Number	Percentage change from June		
		Number	Percentage change from June	Regular (over 1 month)	Temporary (1 month or less)				
Total	285,911	213,029	-15	104,722	108,307	72,882	494,223	-13	6,100,925
Alabama	3,928	2,721	-27	1,680	1,041	1,207	8,028	+22	134,436
Alaska	348	208	-14	83	125	140	318	-44	1,446
Arizona	1,721	1,445	-24	591	854	276	1,868	-24	22,361
Arkansas	5,105	3,871	-41	973	2,898	1,234	4,728	-12	78,429
California	22,397	19,885	-9	7,777	12,108	2,512	39,956	-14	400,084
Colorado	6,377	5,093	-14	1,081	3,112	1,284	5,177	-12	65,071
Connecticut	4,072	2,870	-32	1,924	946	1,202	5,690	-26	105,111
Delaware	1,673	1,146	-18	559	587	527	1,241	-22	13,250
District of Columbia	2,749	2,369	-27	1,120	1,249	380	4,245	(*)	34,798
Florida	2,223	1,071	+7	530	541	1,152	10,882	-7	70,983
Georgia	7,514	4,734	-12	1,917	2,817	2,780	13,494	+6	176,260
Hawaii	484	250	+4	112	138	234	718	-27	8,517
Idaho	2,914	2,054	-37	751	1,303	860	2,103	-21	13,801
Illinois	9,446	9,161	-15	4,248	4,913	285	24,090	+2	186,149
Indiana	6,166	5,626	-29	3,346	2,280	540	15,422	-18	199,730
Iowa	8,635	5,423	+4	2,020	3,403	3,212	5,671	-33	88,881
Kansas	3,034	2,258	-5	961	1,297	776	4,265	-10	33,651
Kentucky	2,441	1,237	-39	632	605	1,204	8,707	-12	87,374
Louisiana	3,819	3,069	-23	2,247	822	750	7,261	-18	112,215
Maine	2,760	1,802	-19	1,378	424	958	2,265	-36	37,556
Maryland	3,691	2,739	-5	1,637	1,102	952	7,389	+11	76,009
Massachusetts	3,552	1,987	-9	1,516	471	1,565	14,291	-22	253,969
Michigan	12,290	9,798	-8	5,504	4,294	2,492	16,837	-16	258,549
Minnesota	7,514	5,437	+5	2,874	2,563	2,077	6,596	-20	182,868
Mississippi	7,188	2,222	+15	990	1,232	4,966	12,758	+41	70,535
Missouri	5,658	4,290	-16	2,355	1,935	1,368	14,481	-20	119,583
Montana	2,233	941	+18	606	335	1,292	1,728	-9	28,260
Nebraska	3,443	1,389	-5	639	750	2,054	2,609	-24	51,240
Nevada	1,140	899	-9	465	434	241	978	-18	5,179
New Hampshire	1,981	1,403	+3	1,147	346	488	1,618	-30	28,526
New Jersey	9,042	8,568	-14	5,012	3,556	474	23,701	-11	269,178
New Mexico	1,317	803	-43	419	384	514	1,424	-22	32,562
New York	18,964	15,889	-18	8,986	6,903	3,075	66,044	-9	481,321
North Carolina	7,309	3,930	-19	1,931	2,008	3,370	8,303	-16	108,826
North Dakota	5,020	4,519	+150	2,976	1,543	501	2,973	+39	30,757
Ohio	11,960	9,885	-13	5,324	4,561	2,075	26,370	-15	335,954
Oklahoma	4,408	3,216	-34	907	2,309	1,192	7,807	(*)	54,870
Oregon	5,754	4,139	-28	2,295	1,844	1,615	4,916	-8	40,255
Pennsylvania	8,613	6,019	-15	4,144	1,875	2,504	33,238	-24	755,239
Rhode Island	934	700	-17	545	155	234	4,484	+3	32,516
South Carolina	2,890	923	-18	586	337	1,967	4,714	-16	111,544
South Dakota <sup>4</sup>	2,050	712	-31	273	439	1,338	849	-41	32,611
Tennessee	3,740	2,815	-38	1,615	1,200	925	6,581	-21	134,435
Texas	25,943	20,613	-24	6,479	14,134	5,330	25,681	-11	285,844
Utah	2,169	1,797	-18	302	1,495	372	1,507	-52	22,810
Vermont	1,194	794	-13	535	259	400	1,121	-36	17,008
Virginia	6,021	3,140	-16	2,211	929	2,881	8,133	-11	50,134
Washington	9,686	8,832	+10	2,623	6,209	854	6,327	-28	93,626
West Virginia	3,344	1,934	-17	1,176	758	1,410	4,162	-35	78,866
Wisconsin	7,797	5,719	-13	3,513	2,206	2,078	9,535	-21	170,400
Wyoming	1,260	585	+8	307	278	675	939	-36	10,286

<sup>1</sup> Represents applicants regarded by employment office as actively seeking work. The files are cleared periodically by removal of cards of applicants who have not recently renewed their registrations. There is some variation from office to office and State to State in frequency with which this is done. The extent to which applicants for work relief are included in the active file also varies from State to State.

<sup>2</sup> Decrease of less than 1 percent.

<sup>3</sup> Increase of less than 1 percent.

<sup>4</sup> Figures are partly estimated.

ment were also provided, to be first payable in October 1940.

**New Jersey.**—Two amendments were approved on August 2. One provides that an employer shall pay contributions on only the first \$3,000

of an employee's annual wages, and the other strengthens the provisions for the collection of contributions by making such contributions a prior lien.

**Wisconsin.**—An amendment approved August

**Table 8.—Number and amount of benefit payments by types of unemployment<sup>1</sup> and by States, July 1939**

[Data reported by State agencies, corrected to Sept. 2, 1939]

State	Number				Amount			
	All payments		Types of unemployment <sup>2</sup>		All payments		Types of unemployment <sup>2</sup>	
	Number	Percentage change from June	Total	Partial <sup>3</sup>	Amount	Percentage change from June	Total	Partial <sup>3</sup>
Total	3,444,201	-20.7			\$35,506,230	-18.4		
Alabama	56,209	+8.1	44,420	11,753	389,785	+7.8	\$390,060	\$69,413
Alaska	1,407	-42.2	1,251	114	20,094	-42.3	18,848	944
Arizona	11,314	-3.6	10,778	536	121,037	-5.0	117,158	3,879
Arkansas	27,404	-8.7	23,892	2,035	170,526	-11.8	157,396	8,185
California	266,292	-28.9	222,088	25,830	2,749,493	-27.2	2,504,788	142,974
Colorado	31,713	-16.0	26,288	5,371	349,337	-15.8	304,077	44,997
Connecticut	21,170	-59.6	18,884	1,990	201,777	-58.6	188,128	11,645
Delaware	6,606	-9.1	6,008	593	58,406	-5.5	55,181	3,206
District of Columbia	12,220	-6.9	10,656	819	97,440	-6.2	89,450	4,580
Florida	38,572	+25.7	32,237	2,183	281,449	+24.5	245,312	13,092
Georgia	52,287	-1.9	47,811	4,476	323,284	+.6	306,930	16,354
Hawaii	2,628	-21.7	2,384	244	23,821	-18.8	22,629	1,192
Idaho	7,711	-37.8	5,953	1,758	74,206	-36.6	58,845	15,361
Illinois	28,288	(*)	(*)	(*)	372,230	(*)	(*)	(*)
Indiana	81,426	-15.3	58,440	22,913	795,784	-13.4	670,334	125,183
Iowa	34,787	-30.0	30,007	4,644	321,437	-28.3	293,150	27,001
Kansas	13,696	-34.6	10,779	2,917	128,038	-35.0	110,369	17,669
Kentucky	57,820	-16.8	56,242	1,075	478,555	-16.7	468,984	7,178
Louisiana	57,754	-19.6	48,875	4,467	442,504	-20.9	394,111	27,235
Maine	27,927	-34.3	22,731	5,074	181,573	-33.7	153,712	27,121
Maryland	50,700	-16.6	40,915	6,287	454,789	-14.1	377,930	41,386
Massachusetts	145,203	-29.3	145,012	(*)	1,434,129	-28.6	1,430,938	(*)
Michigan	252,714	+12.0	212,121	740,593	3,840,906	+21.0	2,961,891	875,915
Minnesota	38,648	-25.3	35,015	3,169	383,871	-23.4	353,929	19,194
Mississippi	15,930	-9.5	15,420	346	96,677	-9.8	94,550	1,934
Missouri	52,784	-21.8	47,776	5,008	437,410	-18.9	409,676	27,734
Montana	1,353	(*)	1,353	(*)	15,865	(*)	15,865	(*)
Nebraska	7,798	-21.1	7,140	354	66,534	-22.1	63,971	2,532
Nevada	4,766	-24.9	4,375	391	61,144	-24.9	57,108	4,036
New Hampshire	11,745	-51.9	9,317	2,405	89,122	-54.5	78,405	10,598
New Jersey	128,171	-15.8	127,880	(*)	1,241,715	-14.3	1,239,116	(*)
New Mexico	9,510	-5.2	7,920	1,590	96,672	-1.2	94,715	11,957
New York	660,274	-27.1	660,274	(*)	7,793,068	-23.1	7,793,068	(*)
North Carolina	78,185	-6.5	70,005	7,202	418,570	-9.3	387,032	27,485
North Dakota	3,469	-27.3	3,112	352	32,686	-26.8	29,883	2,773
Ohio	251,200	-18.4	204,923	36,384	2,309,604	-20.0	2,154,925	192,739
Oklahoma	25,511	-24.9	21,941	3,670	246,762	-25.4	221,899	24,863
Oregon	23,157	-17.5	18,545	4,564	224,252	-17.0	222,068	31,849
Pennsylvania	426,034	-26.3	395,796	(*)	4,813,961	-25.8	4,648,380	(*)
Rhode Island	65,521	-9.5	54,827	8,694	590,890	-8.5	560,681	39,218
South Carolina	37,800	+4.3	19,000	18,782	196,444	+4.0	119,555	76,812
South Dakota <sup>4</sup>	2,405	-35.5	2,069	333	19,598	-37.9	17,919	1,671
Tennessee	56,201	-18.3	48,649	7,121	397,483	-18.5	360,952	34,889
Texas	50,768	-9.9	43,914	6,752	797,053	-10.3	724,521	70,938
Utah	9,575	-20.9	7,109,344	7,109,231	109,052	-13.3	7,107,443	1,610
Vermont	3,630	-29.1	3,093	529	30,183	-28.1	27,407	2,746
Virginia <sup>5</sup>	54,285	-25.8	46,468	4,614	402,331	-23.4	368,037	23,738
Washington	36,598	-19.7	32,279	4,319	398,355	-8.5	362,901	35,454
West Virginia	65,616	-22.2	68,308	14	525,683	-22.3	523,309	92
Wisconsin	29,939	-1	25,990	3,832	285,557	+8.7	264,330	20,794
Wyoming	6,300	-32.7	3,547	2,470	76,078	-34.9	49,603	24,573

<sup>1</sup> For definitions of types of unemployment, see the *Bulletin*, March 1939, p. 33.

<sup>2</sup> Excludes irregular payments except where otherwise noted. In many cases monthly figures for total and partial unemployment are estimated from reports for week ended July 15.

<sup>3</sup> Includes benefits for part-total unemployment, except where otherwise noted. Benefits for partial unemployment are not provided by State law in Massachusetts, Mississippi, Montana, New Jersey, New York, and Pennsylvania. Of these, only Mississippi provides for payments of less than full weekly benefit amount for total unemployment, i.e., "part-total" unemployment. In Kentucky, which pays benefits for part-total unemployment, the provision for benefits for partial unemployment is not effective until January 1940.

<sup>4</sup> Represents number of compensable weeks for which 5,200 checks were issued.

<sup>5</sup> Benefits first payable July 1939.

<sup>6</sup> Not reported.

<sup>7</sup> Includes irregular payments.

<sup>8</sup> Represents number of compensable weeks for which 32,725 checks were issued.

<sup>9</sup> Preliminary data. State agency suspended operations July 28, 1939.

<sup>10</sup> Payments for part-total unemployment included with payments for total unemployment.

<sup>11</sup> Represents number of compensable weeks for which 52,708 checks were issued.

22 brings the State law into conformity with some of the provisions of the 1939 amendments to the Social Security Act. It excludes wages over \$3,000 per employee from the definition of

taxable pay roll and exempts all State political subdivisions smaller than cities of the first class and certain occupations recently excluded from Federal coverage.

Table 9.—Status of the unemployment trust fund, by States, fiscal year 1939-40<sup>1</sup>

State	Balance as of June 30, 1939	Fiscal year 1939-40 to July 31, 1939		
		Contributions deposited	Withdrawals	Balance as of July 31, 1939
Total.....	\$1,273,608,566	\$46,648,916	\$36,967,000	\$1,283,290,422
Alabama.....	9,307,000	326,310	300,000	9,333,400
Alaska.....	820,020	26,419	30,000	816,430
Arizona.....	2,086,300		160,000	1,926,300
Arkansas.....	5,785,859	164,141	150,000	5,800,000
California.....	124,084,183	1,997,000	2,900,000	123,181,183
Colorado.....	9,437,208	20,446	300,000	9,157,654
Connecticut.....	21,564,842	285,000	300,000	21,549,842
Delaware.....	4,626,624	30,000	50,000	4,606,624
District of Columbia.....	13,153,394	683,660	100,000	13,757,054
Florida.....	12,587,024	30,000	325,000	12,292,024
Georgia.....	17,566,654	700,000	500,000	17,766,654
Hawaii.....	4,004,524	38,202	35,000	4,007,726
Idaho.....	2,326,893	46,462	50,000	2,323,355
Illinois.....	153,885,221	2,900,000	1,000,000	155,785,221
Indiana.....	27,165,249	3,710,666	800,000	30,075,915
Iowa.....	11,783,903		250,000	11,533,903
Kansas.....	11,533,660	90,041	93,000	11,530,701
Kentucky.....	21,540,916	114,000	400,000	21,254,916
Louisiana.....	13,644,131	900,000	725,000	13,819,131
Maine.....	2,354,990	50,000	190,000	2,214,990
Maryland.....	10,774,721	2,250,000	125,000	12,809,721
Massachusetts.....	60,442,824	1,400,000	2,000,000	59,842,824
Michigan.....	43,775,273	9,285,582	4,350,000	48,710,855
Minnesota.....	17,323,892	700,000	300,000	17,723,892
Mississippi.....	3,256,903		100,000	3,156,903
Missouri.....	41,506,791	950,000	675,000	41,781,791
Montana.....	6,049,175		500,000	5,549,175
Nebraska.....	8,099,793	185,000	65,000	8,219,793
Nevada.....	1,560,488	50,000	75,000	1,535,488
New Hampshire.....	4,539,884	237,947	100,000	4,677,884
New Jersey.....	80,565,568	505,000	1,600,000	79,470,568
New Mexico.....	2,515,113	100,000	100,000	2,515,113
New York.....	140,859,300	10,220,000	8,000,000	143,070,300
North Carolina.....	13,641,072	617,000	400,000	13,888,072
North Dakota.....	1,974,155	95,000	30,000	2,039,155
Ohio.....	113,312,081	750,000	2,800,000	111,262,081
Oklahoma.....	12,848,582	550,000	250,000	13,488,582
Oregon.....	6,478,010	563,941	300,000	6,741,951
Pennsylvania.....	75,767,326	402,000	3,000,000	73,169,326
Rhode Island.....	7,538,242	807,468	800,000	7,545,710
South Carolina.....	8,982,305	300,000	200,000	9,082,305
South Dakota.....	2,235,484	90,000	14,000	2,311,484
Tennessee.....	10,636,090	200,000	225,000	10,611,090
Texas.....	37,562,327	1,960,000	600,000	38,922,327
Utah.....	2,564,699	250,000	150,000	2,664,699
Vermont.....	2,285,813	118,057	50,000	2,333,870
Virginia.....	13,603,562	75,000	200,000	13,478,562
Washington.....	19,046,965	200,000	300,000	18,946,965
West Virginia.....	8,893,849	736,000	700,000	8,920,849
Wisconsin.....	43,405,286	918,574	200,000	44,123,286
Wyoming.....	2,304,284	20,000	100,000	2,224,284

<sup>1</sup> Federal contributions from employers have been collectible in all States since Jan. 1, 1936. Employee contributions on wages earned are also required by Alabama, California, Kentucky, Louisiana, New Jersey, and Rhode Island. For data for fiscal years 1937-38 and 1938-39, see the *Bulletin*, August 1939, p. 79.

Source: Compiled from data furnished by the U. S. Treasury Department, Office of the Commissioner of Accounts and Deposits.

# PUBLIC ASSISTANCE

BUREAU OF RESEARCH AND STATISTICS · DIVISION OF PUBLIC ASSISTANCE RESEARCH

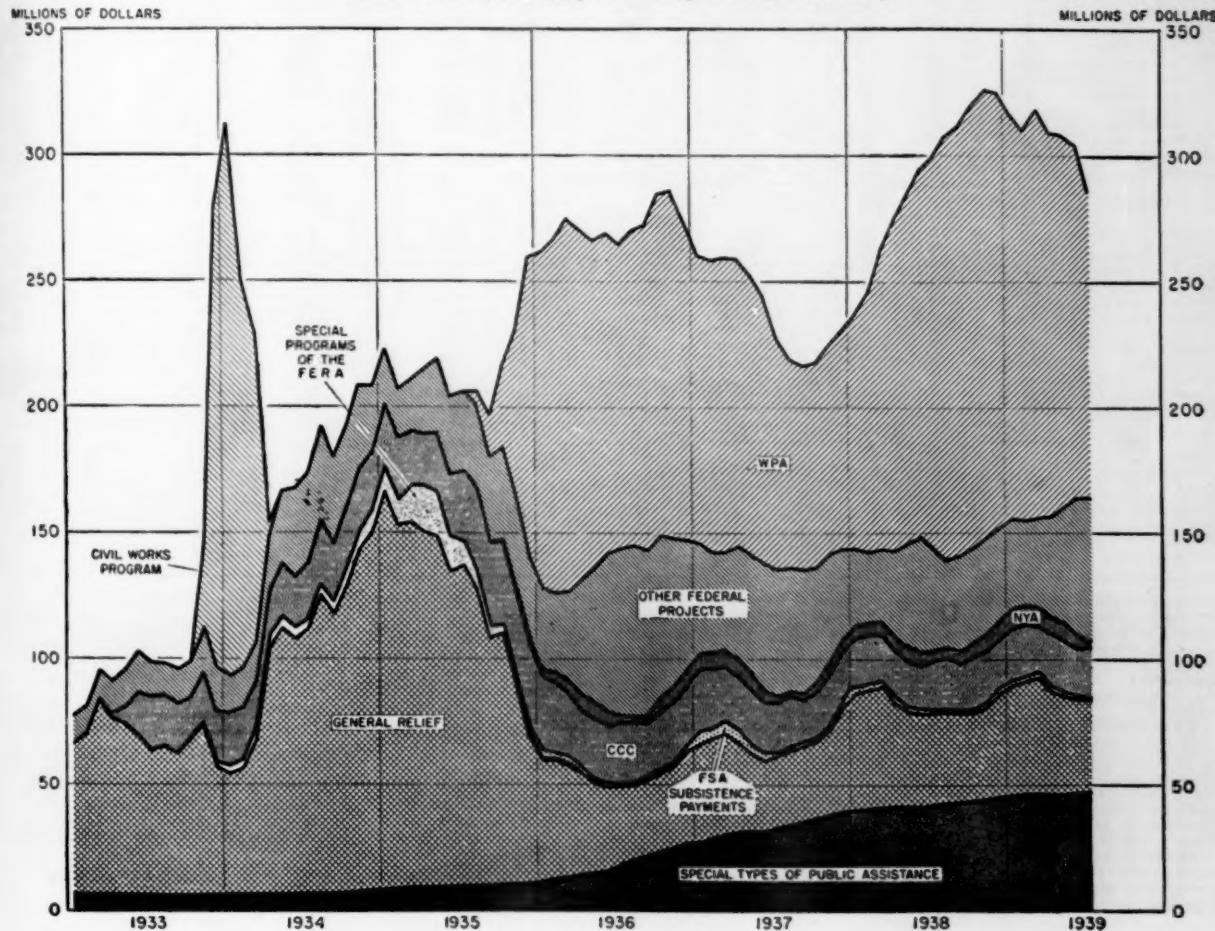
## STATISTICS FOR THE UNITED STATES, JULY 1939

IN JULY total payments in the continental United States for all public assistance and earnings of persons employed under Federal work programs amounted to \$279.8 million, less than in any month since April 1938. Aggregate disbursements dropped 8.1 percent from June to July. Total payments for public aid exclude administrative expenses for all programs and the cost of materials, equipment, and supplies used on work programs.

The primary impetus to the reduction in total payments was the continued decline in earnings of persons employed on projects operated by the Work Projects Administration (formerly the

Works Progress Administration). Total earnings on WPA-operated projects decreased 10.2 percent to \$119.5 million. The Emergency Relief Appropriation Act of 1939 provides that all relief workers, except veterans, who have been employed continuously on WPA projects for more than 18 months shall be removed from employment and shall not be reemployed for at least 30 days. The effect of this requirement probably will be more apparent in September inasmuch as August 31, 1939, was set as the final removal date for workers whose 18 months of continuous employment had expired before that time.

Chart I.—*Public assistance and earnings of persons employed under Federal work programs in the continental United States, January 1933–July 1939 (see table 1)*



Earnings on WPA-financed projects operated by other Federal agencies declined 66.2 percent—from \$7.4 million to \$2.5 million. The volume of earnings under the program of the National Youth Administration was substantially lower, principally because no payments were made for student aid in July, which is a vacation month. In the reorganization of Federal agencies which became effective July 1, 1939, the NYA was

transferred from the WPA to the newly created Federal Security Agency. Chart I, therefore, has been revised to show separately NYA earnings.

Earnings on other Federal work and construction projects declined for the first time since February of this year. Such earnings amounted to \$50.5 million or 6.4 percent less than in June.

Total payments for general relief moved downward 2.1 percent to \$36.2 million in July. Thus

**Table 1.—Amount of public assistance and earnings of persons employed under Federal work programs in the continental United States, by months, January 1937–July 1939<sup>1</sup>**

[In thousands]

Year and month	All public assistance and earnings of persons employed under Federal work programs	Obligations incurred for—			Subsistence payments certified by the Farm Security Administration <sup>2</sup>	Civilian Conservation Corps <sup>3</sup>	Earnings of persons employed under Federal work programs <sup>4</sup>				Other Federal work and construction projects <sup>5</sup>
		Special types of public assistance <sup>6</sup>	General relief <sup>7</sup>	Relief under special programs of the Federal Emergency Relief Administration <sup>8</sup>			National Youth Administration <sup>9</sup>	Work Projects Administration <sup>10</sup>	Projects operated by the WPA	Projects operated by other Federal agencies	
		Student aid	Work projects								
1937 total.....	\$2,860,382	\$397,867	\$406,882	\$466	\$35,894	\$245,756	\$24,288	\$32,663	\$1,186,266	.....	\$39,269
January.....	260,564	27,802	37,985	209	11,5,484	24,485	2,967	3,087	114,838	.....	43,707
February.....	258,304	28,876	39,300	129	11,3,755	24,158	3,227	3,245	116,047	.....	39,567
March.....	259,305	30,238	39,813	129	11,5,583	21,238	3,316	3,226	116,912	.....	38,880
April.....	258,944	31,125	35,745	5,260	21,228	3,347	3,191	113,831	.....	45,217	
May.....	253,149	31,692	30,615	3,671	21,039	3,642	3,106	112,178	.....	47,206	
June.....	244,204	31,462	28,226	3,236	19,356	1,992	2,920	106,368	.....	50,643	
July.....	227,289	33,025	29,015	941	19,334	0	2,491	91,690	.....	50,756	
August.....	219,096	34,056	29,955	1,346	19,430	(11)	2,348	82,778	.....	49,175	
September.....	216,420	35,576	30,274	1,197	16,312	164	2,193	81,146	.....	49,558	
October.....	217,750	36,625	30,729	1,396	18,379	1,599	2,165	81,369	.....	45,488	
November.....	224,388	38,004	33,981	1,779	20,876	1,977	2,263	82,634	.....	42,873	
December.....	229,960	39,385	41,243	2,276	19,912	2,056	2,429	86,475	.....	36,192	
1938 total.....	3,485,927	509,108	476,195	.....	22,600	230,166	19,598	41,558	1,722,276	\$28,554	435,869
January.....	237,243	40,103	46,404	.....	2,204	19,940	1,996	2,552	93,060	.....	30,985
February.....	245,665	40,573	47,207	.....	2,473	19,309	2,166	2,688	103,092	.....	28,188
March.....	263,213	41,284	47,470	.....	2,577	18,336	2,303	2,739	119,693	.....	28,911
April.....	273,954	41,478	41,112	.....	2,336	18,311	2,255	2,766	131,419	.....	34,278
May.....	283,620	41,740	37,337	.....	2,156	18,014	2,406	3,075	137,916	.....	40,978
June.....	294,348	41,825	36,747	.....	1,756	17,174	1,550	3,585	146,068	.....	45,644
July.....	299,008	42,442	35,998	1,291	19,848	0	3,701	151,410	4,293	40,020	
August.....	307,228	42,834	36,243	1,119	20,334	6	3,903	163,378	4,621	34,790	
September.....	311,052	43,285	35,405	1,231	18,767	211	3,930	164,910	4,749	38,564	
October.....	320,324	43,792	34,934	1,492	20,367	1,980	4,028	171,162	4,939	37,632	
November.....	325,607	44,304	36,475	1,703	20,514	2,408	4,193	172,257	4,968	38,665	
December.....	324,661	45,359	40,864	.....	2,262	19,252	2,417	4,400	167,906	4,984	37,217
1939.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
January.....	316,222	45,971	43,577	.....	2,391	20,642	2,266	4,347	155,843	4,761	36,423
February.....	310,036	46,262	44,908	.....	2,327	20,680	2,457	4,472	150,290	4,474	34,157
March.....	318,372	46,423	46,438	.....	2,492	18,103	2,446	4,451	157,707	4,886	35,425
April.....	309,234	46,234	41,141	.....	2,242	19,974	2,494	4,318	146,340	6,107	40,384
May.....	307,949	46,181	39,108	1,687	20,432	2,494	4,286	140,674	7,322	45,766	
June.....	304,265	47,086	36,919	1,282	18,637	1,935	3,973	133,106	7,379	53,947	
July.....	279,757	47,482	36,157	830	20,181	0	2,570	119,533	2,492	50,512	

<sup>1</sup> See the *Bulletin*, August 1939, p. 40, for information for 1933–36. Figures exclude cost of administration and of materials, equipment, and other items incident to operation of work programs. Figures are partly estimated and subject to revision.

<sup>2</sup> Payments to recipients from Federal, State, and local funds in States administering the 3 special types of public assistance under the Social Security Act and from State and local funds only in States not participating under the act.

<sup>3</sup> Figures for January–March 1937 from the WPA, Division of Statistics.

<sup>4</sup> Figures from the WPA, Division of Statistics; include obligations incurred for relief extended to cases under emergency education, student aid, rural rehabilitation, and transient programs of the emergency relief administrations largely financed from FERA funds.

<sup>5</sup> Figures from the FSA, Rural Rehabilitation Division (formerly the Resettlement Administration); represent net amount of emergency grant vouchers certified to cases during month.

<sup>6</sup> Figures include earnings of persons certified as in need of relief and earnings of all other persons employed on work and construction projects financed in whole or in part from Federal funds. Figures for the CCC include earnings of enrolled persons only.

<sup>7</sup> Figures estimated by the CCC by multiplying average monthly number of persons enrolled by average of \$70 per month. This average amount is based on amount of obligations incurred for cash allowances and for clothing, shelter, subsistence, and medical care of persons enrolled, and for certain other items.

<sup>8</sup> Figures from the WPA, Division of Statistics; represent earnings during all pay-roll periods ended during month.

<sup>9</sup> Figures from the WPA, Division of Statistics; represent earnings of persons employed on projects financed from WPA funds and cover all pay-roll periods ended during month.

<sup>10</sup> Figures from the Bureau of Labor Statistics, Division of Construction and Public Employment; represent earnings on other work and construction projects financed in whole or in part from Federal funds and cover all pay-roll periods ended during monthly period ended on 15th of specified month.

<sup>11</sup> For administrative reasons, some payments which would have been certified in December 1936 and February 1937 were not certified until January and March 1937, respectively.

<sup>12</sup> Less than \$1,000.

far in 1939 expenditures for general relief have followed the seasonal pattern evident in the 2 preceding years. In 1937, 1938, and 1939 aggregate payments in the country as a whole reached a peak in March, dropped sharply in April, and thereafter declined more gradually until a tendency to level off appeared in the summer months. Subsistence payments certified by the Farm Security Administration decreased 35.3 percent in July; such payments comprise a negligible

share of total assistance and earnings in the country as a whole.

Larger amounts were expended in July for the special types of public assistance and earnings of enrollees in the Civilian Conservation Corps. Obligations incurred for old-age assistance, aid to dependent children, and aid to the blind amounted to \$47.5 million, less than 1 percent above the June total. CCC earnings totaled \$20.2 million—8.3 percent more than in June.

Table 2.—*Recipients of public assistance and persons employed under Federal work programs in the continental United States, by months, January 1937-July 1939*<sup>1</sup>

[In thousands]

Year and month	Recipients of special types of public assistance <sup>2</sup>			Cases receiving general relief <sup>3</sup>	Cases aided under special programs of the Federal Emergency Relief Administration <sup>4</sup>	Cases for which subsistence payments were certified by the Farm Security Administration <sup>5</sup>	Persons employed under Federal work programs <sup>6</sup>								
	Aid to dependent children		Aid to the blind				Civilian Conservation Corps <sup>7</sup>	National Youth Administration <sup>8</sup>		Work Projects Administration <sup>9</sup>		Other Federal work and construction projects <sup>10</sup>			
	Old-age assistance	Families						Student aid	Work projects	Projects operated by the WPA	Projects operated by other Federal agencies				
1937															
January	1,150	166	411	47	1,662	10	11 335	350	417	185	2,127	544			
February	1,200	171	421	47	1,726	6	11 229	345	427	189	2,145	477			
March	1,256	178	437	48	1,684	6	11 323	303	440	192	2,125	476			
April	1,296	183	450	49	1,550	—	300	303	442	192	2,075	512			
May	1,327	189	464	49	1,382	—	218	301	424	185	2,018	500			
June	1,290	192	473	50	1,277	—	191	277	249	173	1,874	588			
July	1,392	196	482	50	1,257	—	54	276	0	150	1,628	586			
August	1,432	203	502	51	1,271	—	78	278	(1)	133	1,509	544			
September	1,467	209	518	52	1,265	—	67	233	36	127	1,454	522			
October	1,503	215	533	54	1,270	—	71	263	244	123	1,460	499			
November	1,541	220	544	55	1,368	—	83	298	283	127	1,501	465			
December	1,577	228	565	56	1,626	—	109	284	304	136	1,594	404			
1938															
January	1,600	234	578	57	1,893	—	108	285	310	146	1,801	334			
February	1,623	241	595	59	1,996	—	119	276	320	152	2,001	316			
March	1,646	247	610	60	1,994	—	126	262	327	155	2,319	337			
April	1,662	252	622	60	1,815	—	117	262	334	159	2,538	391			
May	1,677	256	630	62	1,696	—	112	257	329	179	2,638	457			
June	1,657	258	638	62	1,648	—	93	238	219	209	2,741	541			
July	1,708	260	640	63	1,610	—	70	284	0	215	2,912	460			
August	1,717	265	651	64	1,581	—	62	290	2	219	3,037	335			
September	1,732	268	659	65	1,526	—	69	268	49	221	3,120	389			
October	1,748	271	664	65	1,406	—	79	291	322	220	3,192	377			
November	1,763	274	672	66	1,518	—	89	298	364	230	3,239	91			
December	1,778	290	685	67	1,631	—	115	275	372	240	3,066	369			
1939															
January	1,792	288	702	67	1,772	—	126	295	372	237	2,928	352			
February	1,804	296	718	67	1,844	—	123	296	382	242	2,905	342			
March	1,818	298	721	67	1,851	—	127	259	380	226	2,917	366			
April	1,834	296	715	68	1,724	—	114	285	383	228	2,676	392			
May	1,835	299	722	68	1,644	—	87	292	372	225	2,507	439			
June	1,845	311	748	68	1,568	—	69	266	280	213	2,436	488			
July	1,858	312	749	68	1,539	—	46	288	0	207	2,235	44			

<sup>1</sup> See the *Bulletin*, August 1939, p. 42, for information for 1933-36. Figures exclude administrative employees. Figures are partly estimated and subject to revision.

<sup>2</sup> Includes recipients of the 3 special types of public assistance under the Social Security Act and recipients of similar types of assistance in States not participating under the act.

<sup>3</sup> Figures for January-March 1937 from the WPA, Division of Statistics.

<sup>4</sup> Figures from the WPA, Division of Statistics; include cases receiving relief during month under emergency education, student aid, and rural rehabilitation programs of the FERA.

<sup>5</sup> Figures from the FSA, Rural Rehabilitation Division (formerly the Resettlement Administration); represent net number of emergency grant vouchers certified to cases during month. Ordinarily only 1 grant voucher per case is certified per month.

<sup>6</sup> Figures include persons certified as in need of relief and all other persons employed on work and construction projects financed in whole or in part from Federal funds. Figures for the CCC include enrolled persons only.

<sup>7</sup> Figures are averages computed by the CCC from reports on number of persons enrolled on 10th, 20th, and last day of each month except for the Indian Division, for which averages are computed from daily reports.

<sup>8</sup> Figures from the WPA, Division of Statistics; represent number of different persons employed during month.

<sup>9</sup> Figures from the WPA, Division of Statistics; represent average weekly number of persons employed during month on projects financed from WPA funds.

<sup>10</sup> Figures from the Bureau of Labor Statistics, Division of Construction and Public Employment; represent average weekly number of persons employed on other work and construction projects financed in whole or in part from Federal funds during monthly period ended on 15th of specified month.

<sup>11</sup> For administrative reasons, some payments which would have been certified in December 1936 and February 1937 were not certified until January and March 1937, respectively.

<sup>12</sup> Less than 600 persons.

Fluctuations in total income payments in the continental United States from January 1929 through July 1939 are shown in chart II, which was prepared by the Department of Commerce. This chart indicates the relative magnitude of different types of income payments, including direct relief or public assistance, and work relief or earnings under work programs.

### Households and Persons Receiving Public Aid

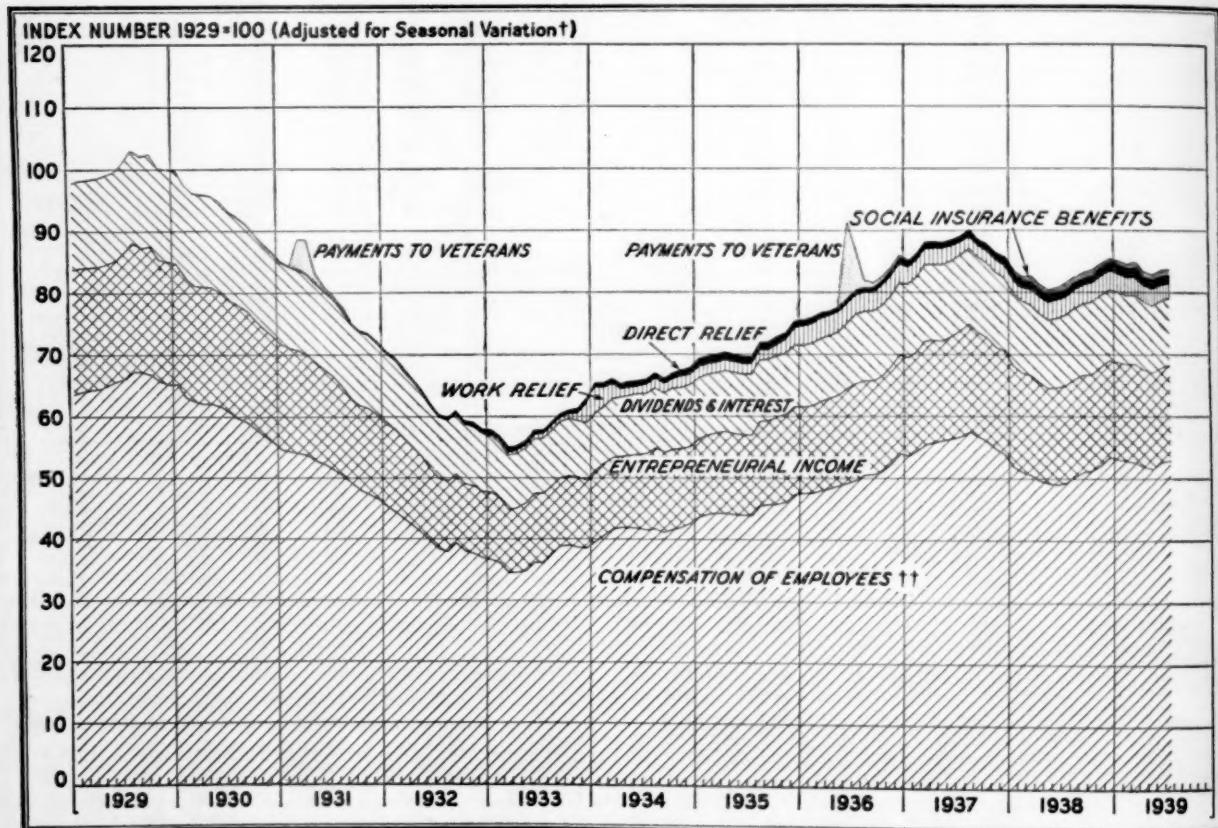
Data on the estimated number of households and persons receiving public assistance and earnings under Federal work programs in the continental United States, for each month of the period January 1933 through July 1939, are presented in table 3. These data were prepared jointly by the Work Projects Administration and the Social Security Board and hereafter will be included in the series on recipients of public assistance and persons employed under Federal work programs.

Monthly data on the numbers benefited under the programs included in table 2 cannot be added to obtain a composite case count because different units of count are employed under the various programs and there is duplication among the programs.

The lack of homogeneity in units of count reflects, to some extent, the specialized character of the various programs which comprise the total structure for providing public aid. Under work programs the unit of count is the employee. For old-age assistance and aid to the blind the unit used is the individual. In the program for aid to dependent children the family is the unit, while under the residual general relief program the "case" may be a person, family, or other group of persons treated by the relief agency as a unit.

Duplication arises when a family or other household unit receives two or more types of aid concurrently. For example, a household may con-

**Chart II.—Index of income payments in the continental United States, January 1929—July 1939**



†Work relief, direct relief, social insurance benefits, and payments to veterans not adjusted for seasonal variation.

††Excluding work relief.

Prepared by U. S. Department of Commerce, Division of Economic Research, National Income Section.

sist of a man and his family who are supported by WPA earnings, and his widowed sister who receives aid to dependent children in behalf of her children. General relief may be received by a family which also benefits from earnings of a son enrolled in the Civilian Conservation Corps. A second and perhaps more important source of duplication is that which occurs when a case is transferred from one type of assistance or program to another during the month. An unemployed person who obtains work on a WPA project after receiving general relief for the first part of a month would be included in the monthly count of recipients for each program. Duplication arising from transfer between programs has been of greatest significance when major shifts from one program to another have been in progress.

### General Relief

In July total payments amounting to \$36.2 million were disbursed to 1.5 million general relief cases in the continental United States. These totals include estimated data for 6 States. General relief payments are financed entirely from State and local funds and include assistance

in cash and in kind and the cost of providing certain services, such as medical care, to recipients. All administrative expense is excluded, as are obligations incurred for hospitalization, burials, and special programs financed from general relief funds.

In the 43 States for which complete reports are available for both June and July, the total number of cases assisted decreased 1.6 percent, and the total amount of payments dropped 1.9 percent. As shown in table 4, much larger percentage declines occurred in many States. Decreases in both items were reported by 28 States; in Maine, Michigan, Missouri, New Mexico, North Carolina, Vermont, and West Virginia the reductions amounted to 10 percent or more. Increases in both the number of cases and amount of obligations were recorded for 8 States, including California, Ohio, and Pennsylvania—States in which large sums are expended for general relief. In California the number of cases increased only slightly in July, but the volume of assistance disbursed was 30.4 percent greater than in June. Total payments in California had declined substantially in the previous month, owing to the fact that June ended a biennial fiscal period, and

**Table 3.—Estimated unduplicated number of households and persons receiving public assistance and earnings under Federal work programs in the continental United States, by months, January 1933–June 1939<sup>1</sup>**

[In thousands]

Month	1933	1934	1935	1936	1937	1938	1939
Number of households							
January	4,656	8,019	6,934	6,046	5,973	5,771	7,135
February	4,908	8,011	6,856	6,179	5,958	6,089	7,173
March	5,526	7,268	6,885	6,185	6,008	6,479	7,179
April	5,646	6,436	6,823	5,953	5,878	6,578	6,989
May	5,403	5,869	6,735	5,606	5,669	6,685	6,808
June	5,032	5,817	6,404	5,545	5,388	6,086	6,605
July	4,787	5,964	6,180	5,479	4,885	6,638	-----
August	4,628	6,260	6,175	5,582	4,782	6,773	-----
September	4,295	6,283	5,792	5,715	4,696	6,804	-----
October	4,356	6,375	5,836	5,968	4,838	7,076	-----
November	5,648	6,552	5,731	6,041	4,992	7,161	-----
December	7,230	6,746	6,083	5,986	5,338	7,158	-----
Number of persons in these households							
January	18,076	28,228	24,835	20,903	19,156	17,505	21,744
February	19,080	28,183	24,572	21,331	18,875	18,636	21,761
March	21,539	25,972	24,465	21,249	19,005	19,965	21,740
April	21,986	23,182	24,068	20,377	18,366	20,355	20,989
May	20,966	21,387	23,646	19,181	17,452	20,684	20,235
June	19,485	21,179	22,457	18,549	16,669	20,782	19,492
July	18,186	21,779	21,817	18,095	14,817	20,688	-----
August	17,841	22,905	21,627	18,472	14,408	21,190	-----
September	16,215	22,771	20,153	18,819	13,984	21,191	-----
October	16,438	22,849	20,000	19,187	14,162	21,760	-----
November	20,735	23,431	19,604	19,351	14,684	21,962	-----
December	25,573	24,261	20,998	19,055	15,966	21,892	-----

<sup>1</sup> Estimated by the Work Projects Administration and the Social Security Board. For figures on recipients and persons employed under specific programs for 1933-39, see the *Bulletin*, August 1939, pp. 42-43, table 3.

some assistance checks which ordinarily would have covered needs for part of the following month were issued to cover needs only through the end of the current month. Most of the July gain was attributable to this departure from the usual disbursement procedure. In Ohio increases of about 6 percent occurred in both items, while in Pennsylvania the number of cases and amount of

assistance were 5.8 and 2.4 percent higher, respectively. Nevada reported large percentage increases from June to July, but the number of cases and volume of payments in that State are negligible in relation to the national totals.

For the 41 States reporting comparable data for both cases and amounts for July 1938 and July 1939, the number of cases receiving relief

Table 4.—General relief in the continental United States, by States, July 1939

[Data reported by State agencies, corrected to Aug. 25, 1939]

State	Number of cases receiving relief	Amount of obligations incurred for relief <sup>1</sup>	Average amount per case	Percentage change from—			
				June 1939 in—		July 1938 in—	
				Number of cases	Amount of obligations	Number of cases	Amount of obligations
Total for continental United States <sup>2</sup> .....	1,539,000	\$36,157,000					
Total for 43 States reporting adequate data.....	1,445,182	34,426,712	\$23.82	-1.6	-1.9	3 - 1.3	+2.2
Alabama.....	2,067	19,095	9.24	+2.4	+3.8	-50.2	-42.1
Arizona.....	2,902	35,930	12.38	+5.5	-8	-4.2	-5.3
Arkansas.....	3,833	18,366	4.79	-9	+1	-8.8	-1.6
California.....	123,569	4,044,457	32.73	+4.4	+30.4	+23.1	+41.4
Colorado.....	11,341	159,661	14.08	-5.9	-3.6	(*)	(*)
Connecticut.....	20,654	519,559	25.16	-2	-3.8	-13.5	-7.5
Delaware.....	1,411	27,340	19.38	-2.8	+5	-29.0	-25.8
District of Columbia.....	1,456	36,522	25.08	-6.9	-9.3	-13.1	-8.9
Florida.....	8,341	58,071	6.96	+3.4	+2.8	-9.1	-2.6
Georgia.....	6,036	29,008	4.81	+1.7	-11.3	-15.5	-33.8
Illinois.....	179,816	3,425,933	19.05	-3.7	-16.8	+10.0	-1.6
Indiana.....	44,407	524,802	11.82	-3.3	-4.9	-13.9	-8.0
Iowa.....	26,555	387,060	14.58	-2.4	-11.6	+3	-4.5
Kansas.....	17,962	217,958	12.13	-3.6	-5.3	+25.6	+20.7
Louisiana.....	7,764	99,692	12.84	-1	-2	+7.4	+3.4
Maine.....	9,122	177,042	19.41	-10.0	-14.3	-13.5	-13.1
Maryland.....	7,522	163,271	21.71	-5	-3.1	-12.0	-13.8
Massachusetts.....	62,797	1,600,992	25.49	-5	-3.5	-9.9	-12.8
Michigan.....	53,869	1,032,744	19.17	-12.9	-17.9	-50.8	-54.2
Minnesota.....	35,141	844,964	24.04	-7.0	-8.0	+7.6	+8.8
Mississippi.....	920	4,678	5.08	-9.2	+17.7	+8.7	+23.6
Missouri.....	32,707	289,297	8.85	-10.8	-29.2	-10.4	-14.4
Montana.....	4,379	59,334	13.55	-15.2	-3.6	-37.5	-42.7
Nebraska.....	7,801	91,242	11.70	-7.3	-7.4	+32.3	+25.6
Nevada.....	879	15,155	17.24	+59.8	+113.2	+45.8	+54.0
New Hampshire.....	6,945	163,114	23.49	-8.1	-6.1	-15.5	-26.8
New Mexico.....	1,883	11,936	6.34	-14.1	-21.7	-16.9	-18.6
New York.....	265,936	9,404,556	35.36	-3.4	-4.3	-2.8	-1.7
North Carolina.....	4,985	30,822	6.18	-16.0	-19.2	-10.4	-7.0
North Dakota.....	4,524	67,492	14.92	-1.9	-3.5	-6.5	-2.4
Ohio.....	95,532	1,582,100	16.56	+6.2	+6.1	-4.7	+9.8
Oregon.....	7,973	124,586	15.63	-9.1	-9.0	-13.0	-15.0
Pennsylvania.....	279,548	7,614,571	27.24	+5.8	+2.4	+20.9	+21.8
South Carolina.....	2,565	22,906	8.93	-9.4	-16.8	-31.7	-52.8
South Dakota.....	3,792	48,662	12.83	-6.9	-10.3	-4.5	-4.2
Texas.....	12,295	104,447	8.50	-9.1	+1.0	+4.0	-3.4
Utah.....	5,157	101,441	19.67	+2.7	-2	+67.4	+67.7
Vermont.....	2,320	49,822	21.48	-13.1	-17.0	-11.1	-10.8
Virginia.....	8,238	72,902	8.86	-5.3	-10.5	-46.4	-30.0
Washington.....	13,956	193,141	13.84	+10.2	+13.8	(*)	-10.1
West Virginia.....	11,000	91,425	8.31	-22.2	-18.6	-47.2	-40.7
Wisconsin.....	43,733	834,454	19.08	-2.3	-8.5	+9.5	+27.3
Wyoming.....	1,549	26,072	16.83	+5.7	+9	+18.5	+26.0
Total for 6 States for which figures are estimated <sup>4</sup> .....	94,200	1,730,000					
Idaho.....	2,100	27,000					
Kentucky.....	4,000	41,000					
New Jersey.....	60,100	1,349,000					
Oklahoma.....	13,100	45,000					
Rhode Island.....	10,400	247,000					
Tennessee.....	3,900	21,000					

<sup>1</sup> From State and local funds; excludes cost of administration; of materials, equipment, and other items incident to operation of work programs; and of special programs, hospitalization, and burials.

<sup>2</sup> Partly estimated.

<sup>3</sup> Percentage change for 40 States and the District of Columbia reporting

comparable data for July 1938 and July 1939; does not include Colorado and Washington.

<sup>4</sup> Not computed, because comparable data are not available.

<sup>5</sup> Estimated by the Social Security Board for all States except Tennessee, for which estimates were made by State agency.

was 1.3 percent lower for the latter month, whereas total obligations increased 2.2 percent. The fluctuations in the individual States were much greater. Of the 29 States with smaller expenditures in July 1939, there were 18 in which the declines were more than 10 percent; the largest decrease was that of 54.2 percent in Michigan. In Washington, which is not included among the 41 States because of the lack of comparable data on cases, the decrease in total payments also exceeded 10 percent. Larger sums were disbursed in July 1939 in 12 States, the increases from July 1938 ranging from 3.4 percent in Louisiana to 67.7 percent in Utah.

### Special Types of Public Assistance

Payments for July to recipients of old-age assistance, aid to dependent children, and aid to the blind in the 48 States, the District of Columbia, Alaska, and Hawaii totaled \$47.6 million. This sum includes assistance payments under State plans approved by the Social Security Board and payments under State laws without financial participation by the Federal Government. It excludes all costs of administration and

of items such as hospitalization and burials, concerning which there is wide variation in fiscal and administrative practice among the States.

Practically all the obligations incurred for the special types of public assistance are disbursed in States participating in the social security program; this proportion currently amounts to nearly 98 percent of the total. Of the \$46.6 million paid to recipients for July in States with approved plans, \$36.2 million was received by 1.9 million aged persons, \$9.3 million was paid to 298,000 families for the assistance of 719,000 dependent children, and about \$1 million was received by 44,800 recipients of aid to the blind.

In July slightly more than \$1 million was disbursed for assistance to dependent children and to blind persons in States in which these types of assistance are administered without Federal aid. Assistance amounting to \$667,000 was paid to 23,800 blind persons in Illinois, Missouri, Nevada, Pennsylvania, and Rhode Island. The remainder—\$343,000—was received by 14,500 families in behalf of 33,500 dependent children in Connecticut, Illinois, Iowa, Kentucky, Mississippi, Nevada, South Dakota, and Texas.

**Table 5.—Special types of public assistance in States with plans approved by the Social Security Board, by months, January 1938-July 1939<sup>1</sup>**

[Data reported by State agencies, corrected to Aug. 15, 1939]

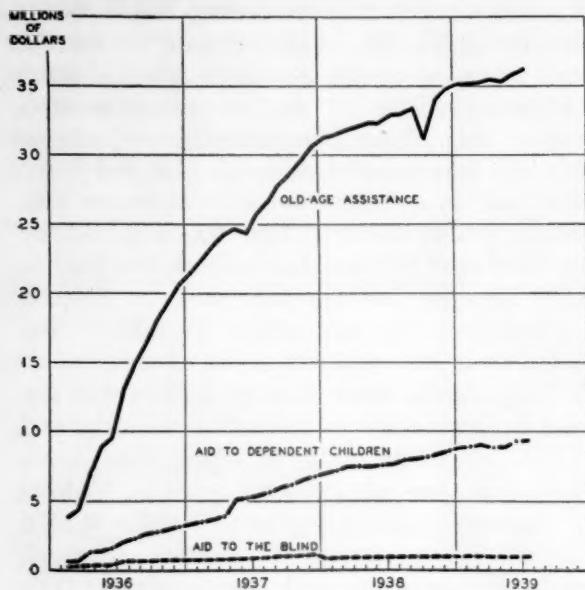
Year and month	Number of recipients			Amount of obligations incurred for payments to recipients <sup>2</sup>			
	Old-age assistance	Aid to dependent children <sup>3</sup>		Aid to the blind	Total	Old-age assistance	Aid to dependent children <sup>3</sup>
		Families	Children				
1938 total					\$494,926,475	\$390,538,133	\$93,423,720
January	1,602,025	218,009	541,224	33,595	39,050,567	31,227,485	7,014,662
February	1,625,540	224,737	557,613	35,149	39,510,599	31,443,874	7,222,237
March	1,648,306	231,001	572,582	36,393	40,217,107	31,821,575	7,524,472
April	1,664,541	236,241	585,190	37,218	40,522,123	32,115,413	7,530,714
May	1,680,052	240,079	594,024	38,131	40,787,568	32,364,745	7,540,168
June	1,695,295	243,422	603,335	38,783	40,872,494	32,323,431	7,644,007
July	1,710,834	244,712	606,163	39,595	41,495,014	32,895,200	7,671,441
August	1,720,108	251,730	620,169	40,205	41,904,865	32,984,748	7,978,646
September	1,735,171	254,857	628,913	41,015	42,357,853	33,330,787	8,071,327
October	1,639,978	257,428	633,845	41,458	40,317,474	31,161,857	8,188,407
November	1,765,912	261,112	641,726	42,287	43,464,331	34,058,962	8,422,078
December	1,780,927	266,231	654,333	42,947	44,426,483	34,809,966	8,614,961
1939 total (7 months)					319,191,723	248,482,888	63,545,375
January	1,794,433	274,119	671,008	43,396	45,043,961	35,133,343	8,900,408
February	1,806,880	282,675	687,715	43,781	45,332,628	35,246,228	9,066,991
March	1,820,470	284,709	690,548	44,004	45,496,245	35,305,309	9,166,867
April	1,836,797	282,496	684,901	44,174	45,315,529	35,398,651	8,893,124
May	1,833,378	286,049	692,387	44,198	45,264,860	35,284,386	8,959,172
June	1,847,893	297,601	718,471	44,601	46,173,032	35,884,033	9,257,930
July	1,861,205	298,068	718,512	44,791	46,565,468	36,230,938	9,300,883

<sup>1</sup> See the *Bulletin*, July 1939, p. 52, for information for February 1936-December 1937. Figures include relatively small numbers of cases eligible under State laws for which no Federal funds may be expended and payments to individuals in excess of amounts which can be matched from Federal funds. Figures are excluded for States not administering Federal funds.

<sup>2</sup> Includes estimates for Hawaii for January-May 1938.

<sup>3</sup> From Federal, State, and local funds; excludes cost of administration and of hospitalization and burials.

**Chart III.—Special types of public assistance in States with plans approved by the Social Security Board, February 1936-July 1939**



Total obligations incurred for assistance in July were less than 1 percent above the sum expended in June. In comparison with the amount disbursed in July 1938, however, total payments had increased \$5.1 million or almost 12 percent. Payments for aid to dependent children showed the greatest expansion with a gain of 19.9 per cent. Obligations incurred for old-age assistance totaled 10.1 percent more than in July 1938, while payments for aid to the blind amounted to 7.3 percent more.

#### **Old-Age Assistance**

In July the total number of recipients of old-age assistance and the total amount of payments to these recipients in the 51 jurisdictions with plans approved by the Social Security Board were only about 1 percent higher than in June. The large majority of States reported only slight fluctuations in both the number aided and the amount of obligations, but in a few States sizable percentage changes occurred in one or both items.

Almost 6,000 persons were added to the assistance rolls in Tennessee in July, increasing the number of recipients in that State by 27.9 percent. The amount expended declined somewhat from the previous month, thereby reducing the

average payment from \$13.21 in June to \$10.18 in July.

The amount disbursed for assistance in Colorado was almost 15 percent greater than in June, although the number of recipients increased less than 1 percent. In Colorado, State funds for old-age assistance are derived principally from a State sales tax and from liquor-license fees collected by the counties and municipalities. A larger sum was available for assistance in July owing to a gain in sales-tax receipts and to the release of liquor-license fees which had been withheld by the localities pending a decision by the State supreme court as to the legality of the provision of the State old-age assistance law allotting 85 percent of such receipts to the State old-age assistance fund. In its ruling, the court affirmed the legality of this provision.

In North Carolina the number aided rose 3.1 percent and the volume of payments 6.7 percent, primarily because of the transfer of eligible Confederate pensioners to the old-age assistance program. Montana reported a gain of 5.7 percent in the amount of obligations incurred for July. This increase was attributable to the availability of additional State funds at the beginning of a new fiscal year. Total payments, however, were still considerably below the expenditure in March of this year. An interim appropriation of State funds for April, May, and June, following a change in the fiscal year, was insufficient to maintain payments for these months at the previous level.

Alabama, Maine, and Virginia reported increases of between 3 and 5 percent in both items. The old-age assistance program in Virginia is in a comparatively early stage of development. In Connecticut an increase of 4.5 percent in the amount of obligations was accompanied by a smaller gain of 1.6 percent in number aided. The rise in total payments in this State may to some extent reflect an increase in the maximum amount of assistance allowable under the State law. This maximum was increased from \$7 to \$9 a week in the latter part of June.

In Florida the amount of assistance dropped 6.8 percent in July and in South Dakota total payments declined 12.8 percent. Stringency of available State funds was responsible for these decreases. In Florida the number of recipients

Table 6.—Old-age assistance in States with plans approved by the Social Security Board, by regions and States, July 1939

[Data reported by State agencies, corrected to Aug. 15, 1939]

Region <sup>1</sup> and State	Number of recipients	Amount of obligations incurred for payments to recipients <sup>2</sup>	Average amount per recipient	Percentage change from—				Number of recipients per 1,000 estimated population 65 years and over <sup>3</sup>	
				June 1939 in—		July 1938 in—			
				Number of recipients	Amount of obligations	Number of recipients	Amount of obligations		
Total.....	1,861,205	\$36,230,939	\$19.47	+0.7	+1.0	+8.0	+9.7	* 234	
Region I:									
Connecticut.....	15,860	424,843	26.79	+1.6	+4.5	+7.0	+8.2	136	
Maine.....	12,327	253,483	20.56	+3.8	+4.0	+10.3	+10.3	143	
Massachusetts.....	79,594	2,247,786	28.24	+8	+6	+12.4	+13.7	241	
New Hampshire.....	4,416	103,808	23.51	+1.8	+1.2	+18.4	+23.1	* 85	
Rhode Island.....	6,566	124,951	19.03	+5	+9	+3.6	+4.7	146	
Vermont.....	5,645	85,424	15.13	-4	-1	+8.4	+16.3	145	
Region II:									
New York.....	110,994	2,630,605	23.70	+7	+1.3	+3.3	+3.7	140	
Region III:									
Delaware.....	2,769	30,342	10.96	-1.5	-1.4	+6.6	+8.1	132	
New Jersey.....	29,591	580,521	19.62	+6	+8	+13.0	+18.7	118	
Pennsylvania.....	81,496	1,736,688	21.31	-7	-8	-9.6	-9.5	* 131	
Region IV:									
District of Columbia.....	3,271	81,228	24.83	-3	-3.2	+1.7	+6	78	
Maryland.....	17,646	306,384	17.36	-1	-4	+3.3	+2.6	163	
North Carolina.....	35,594	333,525	9.93	+3.1	+6.7	+12.2	+20.4	241	
Virginia.....	14,357	137,971	9.61	+4.6	+4.4	(?)	(?)	94	
West Virginia.....	18,133	240,280	13.25	-2	-2.2	(?)	-5.2	231	
Region V:									
Kentucky.....	45,356	302,598	8.66	+7	+8	+14.6	+10.4	245	
Michigan.....	82,516	1,358,038	16.46	-9	-8	+18.1	+14.7	283	
Ohio.....	117,739	2,661,560	22.61	+1.3	+1.4	+6.8	+4.9	244	
Region VI:									
Illinois.....	133,602	2,586,642	19.36	+8	+1.5	+6.7	+14.8	267	
Indiana.....	64,432	1,111,489	17.25	+1.1	+1.6	+49.1	+57.9	223	
Wisconsin.....	47,042	1,000,476	21.27	+1.0	+1.3	+14.3	+20.3	214	
Region VII:									
Alabama.....	17,108	161,255	9.43	+3.0	+4.5	+13.7	+6.9	155	
Florida.....	36,898	484,867	13.14	-1.7	-6.8	+24.7	+14.0	388	
Georgia.....	22,323	181,173	8.12	+1	+1	-31.9	-38.7	170	
Mississippi.....	19,800	145,837	7.37	+2	+6	+26.2	+88.0	231	
South Carolina.....	24,659	201,711	8.18	-1.3	-1.3	+11.2	+25.5	398	
Tennessee.....	27,112	275,880	10.18	+27.9	-1.6	+17.9	-9.5	207	
Region VIII:									
Iowa.....	52,364	1,044,535	10.95	+5	+8	+8.8	+9.5	230	
Minnesota.....	66,377	1,374,892	20.71	(?)	+2	+3.9	+7.4	340	
Nebraska.....	27,157	422,022	15.54	(?)	+6	+3.1	+6.3	277	
North Dakota.....	8,290	146,321	17.71	+1.4	+1.4	+8.4	+12.1	229	
South Dakota.....	13,807	241,040	17.46	-8.6	-12.8	-13.1	-24.2	329	
Region IX:									
Arkansas.....	17,165	102,036	6.00	+4	(?)	-3.8	-35.0	213	
Kansas.....	24,476	428,790	17.52	+1.0	+2	+22.6	+17.5	210	
Missouri.....	76,170	1,435,491	18.85	+4	+8	+5.4	+17.1	* 244	
Oklahoma.....	68,438	1,208,688	17.66	+1.1	+7	+6.6	+24.2	575	
Region X:									
Louisiana.....	29,954	316,887	10.58	-3	+3	+13.0	+20.4	370	
New Mexico.....	3,908	46,207	11.85	+1.3	+1.3	+3.0	-6.6	260	
Texas.....	117,213	1,659,018	14.15	-7	-8	+5.0	+8.0	411	
Region XI:									
Arizona.....	7,446	196,466	26.39	+1.7	+1.9	+17.6	+20.3	438	
Colorado.....	11 39,011	1,256,695	32.21	+5	+14.8	+5.4	+18.0	11 493	
Idaho.....	8,375	179,819	21.47	-3	-2	-2.4	-2.5	313	
Montana.....	12,263	218,952	17.85	+7	+5.7	+2	-12.3	396	
Utah.....	13,628	283,968	20.84	+1	+5	+4.4	-14.2	505	
Wyoming.....	3,185	73,562	23.10	-8	-5	+9.5	+18.3	320	
Region XII:									
California.....	132,809	4,307,177	32.43	+6	+6	+10.8	+11.2	289	
Nevada.....	2,222	58,994	26.55	+8	+7	+11.8	+10.4	370	
Oregon.....	20,233	432,861	21.39	+2.1	+2.1	+13.1	+14.0	241	
Washington.....	38,870	859,384	22.11	+2	(?)	+8.6	+8.3	311	
Territories:									
Alaska.....	1,246	34,330	27.55	+2.1	+2.0	+24.5	+26.7	312	
Hawaii.....	1,782	22,449	12.60	-3	-5	+5	+2	183	

<sup>1</sup> Social Security Board administrative regions.

<sup>2</sup> From Federal, State, and local funds; excludes cost of administration and of hospitalization and burials.

<sup>3</sup> Population as of July 1, 1938, estimated with advice of the U. S. Bureau of the Census.

<sup>4</sup> Comparison for 47 States, the District of Columbia, Alaska, and Hawaii with approved plans for July 1938 and July 1939.

<sup>5</sup> Adjustments have been made for grants covering 2 or more eligible individuals for Alabama, Arkansas, Georgia, Idaho, Kansas, Louisiana, Maryland, Mississippi, New Hampshire, New Mexico, North Carolina, South Carolina, Tennessee, West Virginia, Wyoming, and Hawaii.

<sup>6</sup> Minimum age under State plan is 70 years, but rate is based on population 65 and over.

<sup>7</sup> No approved plan for old-age assistance for July 1938.

<sup>8</sup> Decrease of less than 0.1 percent.

<sup>9</sup> No change.

<sup>10</sup> Increase of less than 0.1 percent.

<sup>11</sup> Includes \$104,489 incurred for payments to 3,261 recipients 60 but under 65 years of age. Rate per 1,000 excludes these recipients.

declined less than 2 percent, but in South Dakota the number aided was 8.6 percent smaller.

In the 50 jurisdictions making payments under the Social Security Act in July of both 1938 and 1939, the number of recipients was 8.0 percent

greater than a year ago and the amount of obligations was 9.7 percent larger. A few States, however, expended substantially smaller sums for assistance in July 1939. Declines in the amount of payments ranged from 10 percent to almost 40

**Table 7.—Aid to dependent children in States with plans approved by the Social Security Board, by regions and States, July 1939**

[Data reported by State agencies, corrected to Aug. 15, 1939]

Region <sup>1</sup> and State	Number of recipients		Amount of obligations incurred for payments to recipients <sup>2</sup>	Average amount per family	Percentage change from—								Number of recipients per 1,000 estimated population under 16 years <sup>3</sup>			
					June 1939 in—				July 1938 in—							
	Families	Children			Number of recipients	Amount of obligations	Number of recipients	Amount of obligations	Families	Children						
Total	298,956	720,809	\$9,314,787	\$31.16	+0.5	+0.3	+0.6	+20.2	+16.8	+20.0			24			
<b>Region I:</b>																
Maine	1,360	3,487	51,158	37.62	+2.4	+2.6	+2.6	+1.0	-2.5	+1.3			18			
Massachusetts	10,521	24,974	607,545	57.75	+9	+7	+2.1	+19.6	+15.1	+17.2			22			
New Hampshire	476	1,243	18,705	39.30	+0.4	+8.6	+6.3	+34.8	+27.9	+39.9			9			
Rhode Island	1,150	3,069	53,203	46.26	+9	+3	+9	+24.1	+19.9	+18.2			17			
Vermont	459	1,369	13,559	29.54	-3.2	-3.3	-1.6	+36.6	+31.1	+72.2			13			
<b>Region II:</b>																
New York	36,642	72,568	1,747,988	47.70	+6	+5	+1.0	+30.0	+25.3	+30.1			23			
<b>Region III:</b>																
Delaware	493	1,157	15,122	30.67	-4	-1.3	-1.1	-8	-3	-8			17			
New Jersey	10,725	23,588	319,538	29.79	-8	-8	-5	+2	-1.9	+3.1			21			
Pennsylvania	29,073	67,714	1,013,631	34.87	+2.1	+1.7	+1.4	+61.9	+53.0	+65.4			23			
<b>Region IV:</b>																
District of Columbia	955	2,803	35,686	37.37	-1.3	-1.8	-14.7	-13.2	-15.8	-29.0			22			
Maryland	7,444	20,237	229,772	30.87	-2.7	-2.3	-2.6	+2.6	+1.5	+1.9			45			
North Carolina	8,133	21,349	125,148	15.39	-3	-8	-2	+12.3	+5.8	+12.8			17			
Virginia	1,191	3,909	26,325	22.10	+14.4	+11.7	+12.3	(1)	(1)	(1)			4			
West Virginia	7,254	20,400	149,536	20.61	+1.3	+9	-8	+27.8	+22.9	+22.0			22			
<b>Region V:</b>																
Michigan	14,512	33,182	493,063	33.98	+1.3	+1.2	+9	+19.4	+16.7	+15.0			25			
Ohio	10,403	* 29,885	400,015	38.45	-1.6	-1.5	-2.6	-4.6	-4.8	-7.4			17			
<b>Region VI:</b>																
Indiana	16,872	34,749	464,478	27.53	+9	+8	+1.1	+19.4	+15.5	+20.1			38			
Wisconsin	11,486	* 26,512	421,002	36.65	+5	(1)	+6	+13.0	+12.4	+17.4			20			
<b>Region VII:</b>																
Alabama	5,545	16,449	70,507	12.72	+4	+7	+2.7	-2.1	-1.9	-30.1			17			
Florida	3,504	9,108	80,730	23.04	-11.0	-12.5	-4.1	(1)	(1)	(1)			19			
Georgia	3,706	10,055	75,903	20.48	-7	-1.2	-7	-13.0	-13.3	-16.7			19			
South Carolina	4,707	13,811	76,727	16.30	-1.3	-1.0	-9	+25.7	+26.2	+43.5			29			
Tennessee	9,728	25,888	178,542	18.35	+1.4	+1.8	+1.5	-5.0	-7.1	-5.3			28			
<b>Region VIII:</b>																
Minnesota	7,789	* 19,144	272,822	35.03	+1.7	+1.3	+1.4	+33.8	+29.9	+34.8			28			
Nebraska	* 4,991	* 11,265	* 120,521	24.15	+1.2	+1.8	+1.1	+14.5	+10.6	+12.6			29			
North Dakota	2,079	* 5,813	67,216	32.33	-2	+2	-3	+111.9	+89.8	+104.0			25			
<b>Region IX:</b>																
Arkansas	4,052	11,038	32,925	8.13	+1.2	+1.1	+1.1	-8.6	-6.5	-29.2			16			
Kansas	5,944	13,365	157,280	26.46	-4	-1.1	-1.1	+42.4	+32.3	+30.9			26			
Missouri	10,065	23,754	194,014	19.28	-1.2	-1.2	-1.2	+124.4	+104.3	+37.4			33			
Oklahoma	17,136	39,386	206,092	12.03	+1.7	+1.9	+1.8	+19.8	+18.6	+5.6			48			
<b>Region X:</b>																
Louisiana	11,076	31,582	236,254	21.33	+1.1	+1.2	+9	+24.2	+27.1	+27.2			46			
New Mexico	1,716	4,989	36,887	21.50	+3.8	+3.7	+4.7	+17.5	+17.7	-2.7			34			
<b>Region XI:</b>																
Arizona	2,507	6,822	80,065	31.94	+3	+1.0	+4	+42.4	+29.6	+38.3			53			
Colorado	4,882	11,955	145,212	29.74	+1.0	+8	+1.2	+32.6	+25.1	+27.4			41			
Idaho	2,644	6,296	71,208	26.93	-1	-1	(1)	+4.1	+5.2	+7.1			41			
Montana	2,170	5,090	58,230	26.83	+2	+9	+14.8	+8.2	+7.7	+3.6		33				
Utah	3,239	7,769	109,037	33.66	+1.5	+1.4	+1.8	+16.6	+13.3	+29.1			44			
Wyoming	698	1,729	21,683	31.06	-1.4	-1.4	-9	+16.7	+17.1	+20.4			25			
<b>Region XII:</b>																
California	13,817	* 34,328	582,876	42.19	+4	+4	+9	+10.4	+10.8	+18.5			25			
Oregon	1,794	3,986	72,213	40.25	+2.5	+2.8	+3.0	+25.0	+25.1	+35.8			16			
Washington	5,026	11,396	146,962	29.24	-3.3	-3.4	-3.4	-15.4	-13.4	-10.8			22			
<b>Territory:</b>																
Hawaii	994	3,506	35,407	35.62	-1.1	-1	-1.0	+11.2	+11.9	+19.3			26			

<sup>1</sup> Social Security Board administrative regions.

<sup>2</sup> From Federal, State, and local funds; excludes cost of administration and of hospitalization and burials.

<sup>3</sup> Population as of July 1, 1938, estimated with advice of the U. S. Bureau of the Census.

<sup>4</sup> Comparison for 38 States, the District of Columbia, and Hawaii with approved plans for July 1938 and July 1939.

<sup>5</sup> No approved plan for aid to dependent children for July 1938.

<sup>6</sup> Includes an unknown number of children 16 years of age and over.

<sup>7</sup> Includes approximately 2,704 children 16 years of age and over. Rate per 1,000 excludes these children.

<sup>8</sup> Increase of less than 0.1 percent.

<sup>9</sup> In addition, in 68 counties payments amounting to \$12,554 were made from local funds without Federal participation to 706 families in behalf of 1,480 children under the State mothers'-pension law. Some families receiving aid from this source for July also received aid under State plan for aid to dependent children approved by the Social Security Board.

percent in Arkansas, Georgia, Montana, Pennsylvania, South Dakota, Tennessee, and Utah. In Arkansas, Georgia, Pennsylvania, and South Dakota the number aided was likewise below the July 1938 level.

#### *Aid to Dependent Children*

The total numbers of families and children receiving assistance in the 42 jurisdictions with approved plans and the total amount of payments for aid to dependent children moved upward only slightly during July. Small percentage changes in the three items were recorded for all but a few States.

Virginia reported increases of 14.4 and 11.7 percent, respectively, in the numbers of families and children assisted and of 12.3 percent in the amount of obligations incurred. Payments under the Social Security Act for aid to dependent children in Virginia were first made in September of last year. In New Hampshire there were increases of 6 to 9 percent in families, children, and payments; and in New Mexico all three items were 4 or 5 percent higher than in June.

The amount of payments in Montana rose 14.8 percent from June to July, although the numbers of recipients were practically unchanged. As in the old-age assistance program in Montana, the volume of aid to dependent children was substantially lower in April, May, and June than in March, owing to the insufficient amount of State funds appropriated for this interim period. Additional State funds became available in July, at the beginning of the new fiscal year.

In the District of Columbia slight declines in the numbers aided were accompanied by a drop of 14.7 percent in the amount of obligations. The decreased expenditure for assistance was attributable primarily to the influence of a maximum limitation on the amount of monthly payment to a family, which became effective in July. For a substantial number of families receiving aid, the monthly grant was reduced to come within the newly established maximum.

The numbers of families and children assisted in the 40 jurisdictions with approved plans in July 1938 and July 1939 were 20.2 and 16.8 percent greater, respectively, in July of this year, and the volume of payments was 20.0 percent larger. Although in most States a substantial expansion

occurred, in a few instances the amounts expended were considerably below the level for July a year ago. In Alabama, Arkansas, the District of Columbia, Georgia, and Washington the declines in the amount of obligations ranged from 11 to 30 percent.

#### *Aid to the Blind*

The total number of recipients of aid to the blind and the total amount of obligations incurred for payments to these recipients in the 42 jurisdictions with approved plans increased less than 1 percent from June to July. A few States, however, reported substantial percentage changes in one or both items.

In Nebraska total payments were 25.2 percent higher in July, while the number assisted increased less than 2 percent. The State law providing appropriations for the special types of public assistance in Nebraska for the biennium beginning in July specifies that budget deficits of recipients of aid to the blind are to be met in full before payments are made for old-age assistance and aid to dependent children. This requirement is the principal factor in the marked increase in total payments for aid to the blind in July.

Connecticut reported a downward change of 32.3 percent in the number of recipients and of 11.6 percent in the volume of payments. In this State there are two programs providing assistance to the blind; the data for July in table 8 include figures for the program financed entirely from State funds. In Colorado and New Mexico the amount of assistance increased about 5 percent.

The number of persons aided in Tennessee was 12.4 percent above the June level, but the amount of obligations incurred for payments decreased 16.0 percent from the previous month. In Florida the number of recipients declined 4.8 percent and the amount of payments 9.1 percent; these reductions were necessitated by limitations of available State appropriations. July payments in the District of Columbia totaled 4.0 percent less than in June, although there was no change in the number of recipients. In the District of Columbia a maximum of \$30 on individual monthly payments for aid to the blind became effective in July and necessitated reductions in about one-fourth the grants.

In the 40 jurisdictions making payments under approved plans in July 1938 and July 1939, both the number of persons assisted and the amount of obligations were about 11 percent higher in July of this year. Increases in both items were re-

corded for all but a few States. In Arkansas, Georgia, Tennessee, and Wyoming the volume of payments was substantially lower than a year earlier. The declines in these States were between 8 and 30 percent.

**Table 8.—Aid to the blind in States with plans approved by the Social Security Board, by regions and States, July 1939**

[Data reported by State agencies, corrected to Aug. 15, 1939]

Region <sup>1</sup> and State	Number of recipients	Amount of obligations incurred for payments to recipients <sup>2</sup>	Average amount per recipient	Percentage change from—				Number of recipients per 100,000 estimated population <sup>3</sup>	
				June 1939 in—		July 1938 in—			
				Number of recipients	Amount of obligations	Number of recipients	Amount of obligations		
Total.....	44,854	\$1,034,800	\$23.07	+0.6	+0.4	* +11.9	* +11.1	46	
Region I:									
Connecticut.....	5214	\$5,048	23.59	-32.3	-11.6	+38.1	+82.2	12	
Maine.....	1,241	28,570	23.02	(*)	-.2	-.7	+1.1	145	
Massachusetts.....	1,146	25,659	22.39	+.2	+.6	+8.1	+13.5	26	
New Hampshire.....	321	7,171	22.34	+1.3	+.5	+9.9	+15.4	63	
Vermont.....	156	3,233	20.72	-2.5	-3.7	+13.9	+42.4	41	
Region II:									
New York.....	2,684	65,513	24.41	+1.0	+1.8	+6.5	+11.4	21	
Region III:									
New Jersey.....	637	14,561	22.86	+1.6	+1.9	+10.0	+12.8	15	
Region IV:									
District of Columbia.....	209	5,349	25.50	(*)	-4.0	(*)	-3.2	33	
Maryland.....	657	13,819	21.03	+.2	+.1	+8.6	+9.9	39	
North Carolina.....	1,933	28,365	14.67	+1.4	+2.0	-.4	+1.5	55	
Virginia.....	854	10,823	12.67	+.4	-2.5	(*)	(*)	32	
West Virginia.....	807	13,251	16.42	+.7	-1.9	+9.6	+3.5	43	
Region V:									
Michigan.....	755	17,368	23.00	-.3	-1.6	+26.5	+22.3	16	
Ohio.....	3,954	78,122	19.76	+.5	+.7	+1.9	+3.4	39	
Region VI:									
Indiana.....	2,469	48,721	19.73	-.2	(*)	+2.2	+5.3	71	
Wisconsin.....	1,992	45,385	22.78	+.7	+.7	+1.7	+4.4	68	
Region VII:									
Alabama.....	541	4,804	8.88	+2.9	+2.9	+24.4	+17.3	19	
Florida.....	2,270	* 31,637	13.94	-4.8	-9.1	+38.7	+31.6	136	
Georgia.....	991	9,901	9.99	+.1	-.1	-10.3	-20.1	32	
Mississippi.....	581	4,166	7.17	+3.4	+3.1	(*)	(*)	29	
South Carolina.....	922	10,148	11.01	-1.5	-1.4	+11.0	+31.3	49	
Tennessee.....	1,657	17,092	10.98	+12.4	-16.0	+22.4	-8.8	54	
Region VIII:									
Iowa.....	1,393	32,311	23.20	+2.0	+1.5	+18.3	+18.9	55	
Minnesota.....	810	20,703	25.28	+.5	+1.0	+22.2	+31.3	31	
Nebraska.....	614	12,832	20.90	+1.7	+25.2	+4.1	+11.2	45	
North Dakota.....	126	2,480	19.68	+3.3	+3.1	+13.5	+21.2	18	
South Dakota.....	230	3,875	16.85	-1.7	-2.9	+27.1	+2.9	33	
Region IX:									
Arkansas.....	632	4,106	6.50	+.2	-.4	-1.4	-29.8	31	
Kansas.....	1,090	20,313	18.64	+.3	-.3	+33.6	+23.5	38	
Oklahoma.....	2,110	31,236	14.80	+.9	+1.5	+5.3	-5.2	83	
Region X:									
Louisiana.....	930	12,608	13.56	+1.2	+2.1	+36.2	+43.6	44	
New Mexico.....	207	3,137	15.15	+3.0	+5.3	+3.0	-3.5	49	
Region XI:									
Arizona.....	325	8,129	25.01	+2.2	+2.5	+12.5	+17.6	79	
Colorado.....	620	17,820	28.74	+1.6	+5.3	+4.9	+8.6	58	
Idaho.....	287	6,143	21.40	-1.7	-1.9	+3.2	-.6	38	
Montana.....	146	3,045	20.86	+2.1	+1.2	(*)	(*)	22	
Utah.....	213	5,553	26.07	+1.9	+3.1	-2.7	-.2	41	
Wyoming.....	154	4,300	27.92	-.6	-1.4	-5.5	-8.4	66	
Region XII:									
California.....	6,554	315,008	48.06	+1.2	+1.3	+13.7	+14.1	106	
Oregon.....	447	11,307	25.30	+.7	+.8	+2.1	+1.9	44	
Washington.....	997	30,195	30.29	-.2	-.6	-.5	-4.8	60	
Territory:									
Hawaii.....	69	993	14.39	(*)	(*)	(*)	(*)	17	

<sup>1</sup> Social Security Board administrative regions.

<sup>2</sup> From Federal, State, and local funds; excludes cost of administration and of hospitalization and burials.

<sup>3</sup> Population as of July 1, 1937, estimated by the U. S. Bureau of the Census.

<sup>4</sup> Comparison for 39 States, the District of Columbia, and Hawaii with approved plans for July 1938 and July 1939.

<sup>5</sup> Includes aid to the blind administered under State law without Federal participation.

<sup>6</sup> No change.

<sup>7</sup> Plan approved for July 1938 but no payments made.

<sup>8</sup> Increase of less than 0.1 percent.

<sup>9</sup> Does not include aid to the blind administered by county governments to recipients not yet approved for aid under State plan.

<sup>10</sup> No approved plan for aid to the blind for July 1938.

<sup>11</sup> Not computed, because figures too small for comparison.

# STATISTICS BY STATES, JUNE 1939

The monthly total spent for public aid in the continental United States did not change greatly in the first half of 1939. June payments amounted to \$304.3 million—3.8 percent less than the January total. In a number of individual States, however, substantial fluctuations occurred.

Of the 29 States in which smaller sums were

spent in June than in January, there were 5 in which the drop was more than 10 percent. Declines in North and South Dakota of 27.7 and 17.1 percent, respectively, resulted mainly from reductions in the volume of emergency subsistence payments by the Farm Security Administration and earnings on WPA-operated projects.

Table 9.—*Amount of public assistance and earnings of persons employed under Federal work programs in the continental United States, by States, June 1939*<sup>1</sup>

[In thousands]

State	All public assistance and earnings of persons employed under Federal work programs	Obligations incurred for—		Subsistence payments certified by the Farm Security Administration	Earnings of persons employed under Federal work programs					
		Special types of public assistance	General relief		Civilian Conservation Corps	Works Progress Administration		National Youth Administration		
						Projects operated by the WPA	Projects operated by other Federal agencies	Student aid	Work projects	
Total	\$304,264	\$47,086	\$36,910	\$1,282	\$18,637	\$133,106	<sup>2</sup> \$7,379	\$1,935	\$3,973	<sup>3</sup> \$53,947
Alabama	3,912	228	18	20	562	1,876	54	23	102	1,030
Arizona	1,427	280	36	40	178	418	53	9	18	305
Arkansas	2,862	140	18	40	566	1,576	86	7	93	336
California	19,205	5,171	3,101	67	628	6,422	564	107	152	2,994
Colorado	3,888	1,255	166	17	178	1,232	202	28	31	779
Connecticut	3,910	479	540	(4)	175	1,550	102	14	51	996
Delaware	470	46	27	1	31	159	16	3	5	182
District of Columbia	2,415	131	40	—	51	627	178	17	12	1,358
Florida	3,564	640	56	4	306	1,752	178	22	52	552
Georgia	3,727	267	33	22	618	1,951	170	41	60	565
Idaho	1,207	258	27	9	70	441	105	5	32	261
Illinois	21,848	2,921	4,117	10	894	11,176	133	116	250	2,231
Indiana	8,004	1,602	552	3	418	4,130	139	36	90	1,034
Iowa	4,145	1,131	438	2	228	1,347	34	41	41	884
Kansas	3,110	608	230	50	241	1,271	114	26	70	501
Kentucky	4,418	399	41	24	476	2,215	201	35	121	907
Louisiana	3,880	563	100	16	428	1,820	34	37	105	778
Maine	1,540	322	207	2	105	366	47	10	42	438
Maryland	2,726	557	169	1	185	662	252	20	21	859
Massachusetts	14,357	2,856	1,659	1	487	6,524	357	58	143	2,274
Michigan	12,734	1,876	1,258	8	573	7,183	126	90	146	1,475
Minnesota	7,507	1,662	918	14	475	3,300	145	50	102	942
Mississippi	2,912	151	4	63	452	1,322	46	17	83	774
Missouri	8,114	1,712	409	44	763	3,930	79	59	68	1,049
Montana	2,560	261	62	112	160	850	184	5	28	900
Nebraska	2,995	549	99	46	222	1,298	63	23	27	669
Nevada	429	62	7	(4)	17	94	6	0	3	240
New Hampshire	1,383	127	174	1	40	425	28	7	20	561
New Jersey	10,708	912	1,389	4	515	5,155	320	52	167	2,196
New Mexico	1,245	84	15	58	165	491	59	8	34	330
New York	37,851	4,393	9,823	10	1,085	15,377	591	246	435	5,802
North Carolina	3,820	466	38	14	477	1,452	103	42	80	1,118
North Dakota	1,531	214	70	136	223	626	69	23	25	145
Ohio	19,672	3,112	1,492	13	845	11,914	115	96	173	1,912
Oklahoma	5,019	1,433	56	44	638	2,133	169	38	95	413
Oregon	2,338	505	137	4	149	935	87	20	23	477
Pennsylvania	28,451	3,118	7,438	8	1,045	11,770	531	129	248	4,165
Rhode Island	2,296	177	287	1	76	811	69	12	41	823
South Carolina	3,181	292	28	9	373	1,407	220	23	81	749
South Dakota	1,764	312	54	245	218	682	72	24	16	140
Tennessee	3,750	477	22	3	500	1,489	78	31	84	1,066
Texas	9,033	1,673	103	62	1,157	3,350	374	106	124	2,085
Utah	1,543	395	102	3	84	572	87	22	33	246
Vermont	598	103	60	2	33	237	37	7	6	114
Virginia	4,007	167	82	3	459	927	237	28	74	2,034
Washington	6,140	1,042	170	9	270	2,142	351	36	42	2,079
West Virginia	3,552	410	112	(4)	336	1,869	20	35	89	679
Wisconsin	7,740	1,451	912	29	416	3,658	56	43	130	1,044
Wyoming	764	100	26	9	45	162	33	4	9	376

<sup>1</sup> See footnotes on table 1.

<sup>2</sup> Includes \$9,000 not distributed by States.

<sup>3</sup> Includes \$2,000 not distributed by States.

<sup>4</sup> Less than \$1,000.

<sup>5</sup> Estimated.

Decreases in the amounts disbursed for earnings on WPA-operated projects and general relief payments were primarily responsible for declines of 17.6 percent in Vermont and 11.2 percent in Kansas. The drop of 10.2 percent in Oklahoma was caused chiefly by reduced expenditures for earnings on projects operated by the WPA and for the special types of public assistance.

In 3 of the 20 States with larger disbursements

in June than in January, the gains exceeded 10 percent. Increased amounts of earnings on other Federal work and construction projects and WPA-financed projects were the chief factors in upward changes of 26.0 percent in Virginia and 16.5 percent in the District of Columbia, while the rise of 13.5 percent in New Mexico was caused by those factors and also by a marked increase in the volume of subsistence payments.

**Table 10.—Recipients of public assistance and persons employed under Federal work programs in the continental United States, by States, June 1939<sup>1</sup>**

State	Recipients of special types of public assistance			Cases receiving general relief	Cases for which subsistence payments were certified by the Farm Security Administration	Persons employed under Federal work programs						
	Aid to dependent children		Aid to the blind			Civilian Conservation Corps <sup>2</sup>	Works Progress Administration		National Youth Administration			
	Old-age assistance	Families					Projects operated by the WPA	Projects operated by other Federal agencies	Student aid	Work projects		
Total	1,844,885	311,079	748,450	68,207	1,567,841	68,716	2,431,010	2,436,099	133,476	279,996	213,257	1,457,936
Alabama	16,614	5,519	16,329	526	2,019	601	7,237	49,877	1,474	2,974	6,083	12,043
Arizona	7,320	2,500	6,753	318	2,888	3,282	2,437	7,613	908	1,327	1,165	3,428
Arkansas	17,089	4,003	10,915	631	3,866	2,610	7,294	43,709	2,410	2,179	4,819	4,731
California	181,979	13,756	34,183	6,476	123,127	4,228	8,096	100,364	8,705	13,112	7,386	22,622
Colorado	38,824	4,833	11,861	610	12,049	951	2,304	22,488	3,496	4,165	2,231	6,867
Connecticut	15,616	1,426	3,340	316	20,699	3	2,260	23,230	1,770	1,933	3,292	7,972
Delaware	2,810	495	1,172		1,452	36	404	3,157	311	422	297	1,783
District of Columbia	3,281	968	2,853	209	1,564		661	10,476	2,355	1,476	774	8,748
Florida	37,544	3,936	10,408	2,390	8,070	217	3,945	41,750	3,637	3,293	3,660	6,832
Georgia	22,298	3,733	10,178	990	5,933	601	7,958	52,640	4,727	7,176	4,109	8,717
Idaho	8,396	2,646	6,287	292	* 2,100	502	909	8,660	2,070	630	1,011	2,303
Illinois	132,518	7,500	\$ 17,000	* 7,700	186,684	467	11,518	198,914	2,676	17,566	12,709	17,469
Indiana	63,712	16,721	34,471	2,474	45,933	168	5,388	76,121	2,239	3,655	4,659	9,472
Iowa	52,085	* 3,000	* 7,000	1,366	27,202	67	2,943	26,376	703	5,607	2,532	9,973
Kansas	24,233	5,966	13,519	1,087	18,633	3,318	3,110	27,786	2,330	4,420	4,404	5,669
Kentucky	45,028	* 243	* 797		* 5,000	456	6,130	53,616	4,297	5,570	6,998	9,056
Louisiana	30,045	10,952	31,213	919	7,769	717	5,513	42,485	858	5,074	5,116	8,902
Maine	11,871	1,328	3,400	1,241	10,131	82	1,353	7,299	965	1,554	1,324	5,311
Maryland	17,668	7,652	20,711	656	7,559	36	2,385	13,290	4,528	2,940	1,144	7,711
Massachusetts	78,991	10,428	24,803	1,144	63,117	26	6,272	100,875	5,289	9,137	4,146	19,536
Michigan	83,275	14,329	32,803	757	61,874	403	7,386	122,464	2,212	12,584	7,583	13,231
Minnesota	66,381	7,656	18,904	815	37,787	802	6,156	52,932	2,233	7,730	4,335	8,271
Mississippi	19,764	* 166	* 415	562	1,013	3,353	5,824	39,022	1,338	2,195	5,455	11,546
Missouri	75,896	10,187	24,044	3,655	36,650	3,154	9,826	83,681	1,958	8,779	4,849	11,429
Montana	12,177	2,165	5,043	143	5,161	4,906	2,144	14,486	3,207	516	1,351	6,683
Nebraska	27,157	4,931	11,067	604	8,416	3,039	2,877	24,985	1,313	2,836	1,795	7,313
Nevada	2,205	134	327	7	550	5	224	1,818	133	0	169	1,673
New Hampshire	4,340	435	1,145	317	7,559	22	514	7,987	549	1,023	862	4,802
New Jersey	20,417	10,808	23,769	627	* 61,900	143	6,635	78,288	4,652	7,715	6,931	16,288
New Mexico	3,857	1,653	4,809	201	2,192	2,836	2,174	10,671	1,285	1,234	1,800	3,673
New York	110,229	36,420	72,234	2,657	275,181	347	13,973	201,922	8,422	33,406	22,187	39,982
North Carolina	32,580	8,157	21,514	1,906	5,932	505	6,152	41,397	2,482	4,541	4,718	14,520
North Dakota	8,149	2,094	5,802	122	4,613	8,415	12,325	1,507	4,056	1,607	1,649	—
Ohio	116,275	10,577	30,336	3,933	89,958	644	10,886	202,707	1,801	14,154	8,321	17,451
Oklahoma	67,715	16,851	38,635	2,091	* 16,500	1,580	8,298	52,634	4,336	5,570	5,719	4,554
Oregon	18,825	1,751	3,876	444	8,775	125	1,933	15,508	1,592	2,724	1,245	4,153
Pennsylvania	82,096	28,462	66,563	12,262	264,153	320	13,459	182,240	7,488	19,813	12,024	34,014
Rhode Island	6,534	1,140	3,059	* 50	* 10,000	16	979	13,742	1,366	1,510	1,834	5,905
South Carolina	24,985	4,769	13,946	936	2,832	406	4,803	38,771	4,810	3,566	7,040	8,836
South Dakota	15,103	1,899	4,371	234	4,072	14,521	2,933	13,944	1,484	4,835	1,533	1,588
Tennessee	21,206	9,590	25,421	1,385	* 4,000	162	6,436	42,706	2,282	4,084	5,541	11,271
Texas	118,047	* 115	* 240		13,529	2,193	14,904	91,102	7,700	14,209	8,838	23,020
Utah	13,609	3,190	7,665	209	5,020	131	1,092	10,303	1,681	3,220	1,944	2,233
Vermont	5,667	474	1,415	160	2,660	42	421	4,654	635	913	312	1,346
Virginia	13,722	1,041	3,501	851	8,702	68	5,908	24,290	4,721	3,600	4,863	19,227
Washington	38,808	5,195	11,792	999	12,660	200	3,524	34,355	4,129	5,084	2,051	13,428
West Virginia	18,168	7,162	20,269	801	14,137	51	4,332	40,524	437	6,623	4,401	7,208
Wisconsin	46,566	11,425	26,508	1,979	44,746	1,609	5,400	62,723	1,098	8,291	6,250	9,339
Wyoming	3,210	708	1,754	155	1,465	350	508	3,192	628	585	603	3,190

<sup>1</sup> See footnotes on table 2.

<sup>2</sup> Number of persons enrolled, by State of origin, as of last day of month.

<sup>3</sup> Includes 179 persons not distributed by States.

<sup>4</sup> Includes 139 persons not distributed by States.

<sup>5</sup> Includes 24 persons not distributed by States.

<sup>6</sup> Estimated.

# SOURCES OF FUNDS DISBURSED FOR THE SPECIAL TYPES OF PUBLIC ASSISTANCE IN 1938

Almost half a billion dollars was disbursed during 1938 for assistance payments to recipients of old-age assistance, aid to dependent children, and aid to the blind in the 48 States, the District of Columbia, Alaska, and Hawaii. This amount includes disbursements in States<sup>1</sup> with plans approved by the Social Security Board for money payments to recipients, assistance in kind, medical care, hospitalization, and burials; it excludes all costs of administering the programs.

**Table 1.—Distribution of net disbursements, by program and by source of funds, for the special types of public assistance in States with plans approved by the Social Security Board, 1938<sup>1</sup>**

Program	Net disbursements from—			
	Total funds	Federal funds	State funds	Local funds
Amount (in thousands)				
Total	\$498,840.0	\$219,450.8	\$212,737.0	\$66,652.2
Old-age assistance	394,788.9	189,215.7	166,020.7	39,552.5
Aid to dependent children	93,112.8	25,481.9	42,797.7	24,833.2
Aid to the blind	10,938.2	4,753.2	3,918.6	2,266.5
Percentage distribution by program				
Total	100.0	100.0	100.0	100.0
Old-age assistance	79.1	86.2	78.1	59.3
Aid to dependent children	18.7	11.6	20.1	37.3
Aid to the blind	2.2	2.2	1.8	3.4
Percentage distribution by source of funds				
Total	100.0	44.0	42.6	13.4
Old-age assistance	100.0	47.9	42.1	10.0
Aid to dependent children	100.0	27.4	45.9	26.7
Aid to the blind	100.0	43.5	35.8	20.7

<sup>1</sup> See tables 2, 4, and 5 for detailed figures by States and for explanatory footnotes.

The largest shares of the total were provided by the Federal and State governments, with \$219.3 million or 44.0 percent supplied from Federal funds and \$212.9 million or 42.6 percent from State funds. Local funds amounted to \$66.7 million or 13.4 percent of aggregate assistance payments.

By far the largest proportion of total funds expended for the special types of public assist-

<sup>1</sup> "State" is used hereafter to include the District of Columbia, Alaska, and Hawaii.

ance was used for old-age assistance. Of the \$498.8 million disbursed in 1938, assistance to the aged amounted to \$394.8 million or 79.1 percent, aid to dependent children to \$93.1 million or 18.7 percent, and aid to the blind to \$10.9 million or 2.2 percent. As shown in table 1, 86.2 percent of Federal funds spent on all three programs, 78.1 percent of State funds, and 59.3 percent of local funds were used to finance old-age assistance payments. Only 11.6 percent of total Federal funds was disbursed for aid to dependent children, as compared with 20.1 percent of State funds and 37.3 percent of local funds. The larger shares of State and local funds, as compared with the proportion of Federal funds devoted to aid to dependent children, reflect the influence of the lower Federal matching ratio for this program—one-third within limits specified by the Social Security Act as compared with one-half for old-age assistance and aid to the blind.<sup>2</sup> Payments for aid to the blind absorbed a very small proportion of the funds from each source—2.2 percent of Federal funds, 1.8 percent of State funds, and 3.4 percent of local funds.

Marked differences exist among the three programs in the shares of assistance payments provided from Federal, State, and local funds. Table 1 shows that Federal funds accounted for 47.9 percent of total payments for old-age assistance and 43.5 percent of payments for aid to the blind, whereas only 27.4 percent of total disbursements for aid to dependent children was supplied by the Federal Government. The smaller share of Federal funds for aid to dependent children was attributable primarily to the lower Federal matching ratio applicable to this program. The State share for aid to dependent children amounted to 45.9 percent as compared with 42.1 percent for old-age assistance and 35.8 percent for aid to the blind. Local funds represented the smallest share of assistance payments under each program, but for aid to dependent children the local portion of 26.7 per-

<sup>2</sup> Effective Jan. 1, 1940, Federal matching ratio for aid to dependent children is increased to one-half by amendment of Aug. 10, 1939, to the Social Security Act.

**Table 2.—Net disbursements,<sup>1</sup> by source of funds, for assistance to recipients of old-age assistance in States with plans approved by the Social Security Board, 1938**

[Amounts in thousands]

Region <sup>2</sup> and State	Total	Federal funds		State funds		Local funds	
		Amount	Percent	Amount	Percent	Amount	Percent
Total <sup>3</sup>	\$394,788.9	\$189,215.7	47.9	\$166,020.7	42.1	\$39,552.5	10.0
Region I:							
Connecticut	4,656.1	2,277.7	48.9	2,378.4	51.1		
Maine	2,218.1	1,097.3	49.5	1,120.9	50.5		
Massachusetts <sup>4</sup>	23,665.9	11,217.6	47.4	8,302.5	35.1	4,145.8	17.5
New Hampshire	1,046.5	510.2	48.8	263.9	25.2	272.4	26.0
Rhode Island	1,385.5	692.8	50.0	692.8	50.0		
Vermont	932.0	450.6	48.3	481.4	51.7		
Region II:							
New York	30,885.7	13,989.4	45.3	9,182.1	29.7	7,714.2	25.0
Region III:							
Delaware	343.0	171.1	49.9	172.0	50.1		
New Jersey	5,938.3	2,930.4	49.3	2,265.6	38.2	742.3	12.5
Pennsylvania <sup>5</sup>	23,280.1	11,618.3	49.9	11,670.8	50.1		
Region IV:							
District of Columbia	962.8	464.9	48.3	497.9	51.7		
Maryland	3,585.7	1,773.6	49.5	1,207.9	33.7	604.2	16.8
North Carolina	3,225.8	1,612.9	50.0	856.5	26.6	756.4	23.4
Virginia <sup>6</sup>	196.8	98.4	50.0	61.5	31.3	36.9	18.7
West Virginia	3,031.4	1,515.7	50.0	1,515.7	50.0		
Region V:							
Kentucky	3,811.3	1,905.6	50.0	1,905.6	50.0		
Michigan	15,181.6	7,444.0	49.0	7,737.6	51.0		
Ohio	30,565.1	13,738.8	44.9	16,826.3	55.1		
Region VI:							
Illinois	26,441.7	13,109.2	49.6	13,332.5	50.4		
Indiana	8,982.3	4,417.9	49.2	2,738.6	30.5	1,825.7	20.3
Wisconsin	10,030.3	4,939.6	49.3	3,081.7	30.7	2,009.0	20.0
Region VII:							
Alabama	1,815.6	899.4	49.5	571.5	31.5	344.8	19.0
Florida	5,151.8	2,575.9	50.0	2,575.9	50.0		
Georgia	3,412.1	1,706.1	50.0	1,384.5	40.6	321.5	9.4
Mississippi	1,082.5	541.2	50.0	541.2	50.0		
South Carolina	2,186.4	1,093.2	50.0	1,093.2	50.0		
Tennessee	3,462.5	1,731.3	50.0	1,298.4	37.5	432.8	12.5
Region VIII:							
Iowa	11,568.0	5,683.6	49.1	5,884.4	50.9		
Minnesota	15,496.9	7,037.0	49.3	5,197.9	33.5	2,662.0	17.2
Nebraska	5,021.1	2,508.0	49.9	2,513.2	50.1		
North Dakota	1,559.2	779.6	50.0	390.7	25.1	388.9	24.9
South Dakota	3,669.0	1,834.5	50.0	1,834.5	50.0		
Region IX:							
Arkansas	1,734.6	867.3	50.0	867.3	50.0		
Kansas	4,366.6	2,152.4	49.3	799.3	18.3	1,414.9	32.4
Missouri	14,431.4	7,215.7	50.0	7,215.7	50.0		
Oklahoma <sup>7</sup>	12,205.5	6,102.8	50.0	6,102.8	50.0		
Region X:							
Louisiana	3,153.3	1,568.0	49.7	1,150.5	36.5	434.9	13.8
New Mexico	546.9	272.1	49.7	274.8	50.3		
Texas	18,486.0	9,243.0	50.0	9,243.0	50.0		
Region XI:							
Arizona	1,936.9	936.0	48.3	1,001.0	51.7		
Colorado	12,770.3	5,431.1	42.5	7,339.2	57.5		
Idaho	2,209.0	1,104.5	50.0	762.0	34.5	342.5	15.5
Montana	2,970.8	1,485.4	50.0	990.3	33.3	495.0	16.7
Utah	3,663.7	1,818.1	49.6	1,296.0	35.4	549.6	15.0
Wyoming	744.5	372.2	50.0	188.3	25.3	183.9	24.7
Region XII:							
California	45,213.1	19,929.1	44.1	12,673.4	28.0	12,610.6	27.9
Nevada	619.6	309.8	50.0	154.9	25.0	154.9	23.0
Oregon	4,409.7	2,204.9	50.0	1,102.4	25.0	1,102.4	23.0
Washington <sup>8</sup>	9,966.2	4,966.4	49.8	4,962.9	50.1	6.8	.1
Territories:							
Alaska	306.2	144.7	47.3	161.5	52.7		
Hawaii <sup>9</sup>	254.5	126.7	49.8	50.2	50.2		

<sup>1</sup> Includes disbursements for direct assistance to recipients, hospitalization, burials, medical care, and assistance in kind. Does not include administrative expense. These totals cannot be compared with either the amount of obligations incurred for payments to recipients or with the amount of Federal grants to the States.

<sup>2</sup> Social Security Board administrative regions.

<sup>3</sup> All amounts are rounded from actual data; therefore all totals differ slightly from sums of rounded amounts. Percentage distributions are based on actual data.

<sup>4</sup> Total includes obligations incurred for first 6 months and net disbursements for last 6 months; distribution by source of funds based on data for last 6 months.

<sup>5</sup> Distribution by program of \$318,329 disbursed during last 6 months for

medical care of recipients of the 3 special types of public assistance and general relief is not available.

<sup>6</sup> Amounts represent obligations incurred for only last 4 months; approved plan became effective September 1938. Distribution by source of funds estimated by the Social Security Board.

<sup>7</sup> Amounts represent obligations incurred; distribution by source of funds estimated by the Social Security Board.

<sup>8</sup> State funds include \$17,999 disbursed for burials during first 6 months; distribution by source of funds is not available.

<sup>9</sup> Total includes obligations incurred for first 3 months and net disbursements for last 9 months; distribution by source of funds for first 3 months estimated by the Social Security Board.

cent was only slightly less than the Federal share. For old-age assistance and aid to the blind local governments provided 10.0 and 20.7 percent, respectively, of funds disbursed for these types of aid.

A great deal of State variation underlies the distribution of assistance payments for each program in all States combined. Tables 2, 4, and 5 show, for the three programs, the amounts expended in the individual States and the percentage distribution by source of funds.

### Old-Age Assistance

Total disbursements for old-age assistance amounted to \$394.8 million, of which \$189.2 million or 47.9 percent represented Federal funds, \$166.0 million or 42.1 percent State funds, and \$39.6 million or 10.0 percent local funds.

### Federal Funds

The Federal share ranged from 42.5 percent in Colorado to the maximum level of Federal contributions—50.0 percent—in 21 States. In the 30 States in which Federal funds comprised less than 50.0 percent of total old-age assistance costs, some payments were made for which funds supplied by the Federal Government could not be used. Under the Social Security Act, Federal contributions for old-age assistance are limited to one-half the money payments to a recipient, not counting amounts in excess of \$30 a month.<sup>3</sup> Amounts in excess of \$30 must be supplied entirely from State and/or local funds. Some States, however, do not limit the amount of assistance to a recipient and others have a limit above \$30. Although the Federal Government may share only in money payments to recipients, a number of States expend old-age assistance funds for various services to recipients, such as medical care, hospitalization, and burials. Federal funds also may not be used to assist persons residing in public institutions or persons under 65 years of age.

Nonmatchable expenditures did not bulk large in most of the States making such payments. In 26 of the 30 States in which the Federal share was less than 50.0 percent, Federal funds accounted

for 47.0 percent or more of total assistance costs. Smaller Federal shares were found only in Colorado, California, Ohio, and New York. The lowest—42.5 percent—was recorded for Colorado, which had an upper limit on monthly payments of \$45. Colorado also granted assistance to persons between 60 and 65 years of age if they had resided in the State for 35 years, and provided for burial of recipients. In California the maximum monthly payment was \$35. Ohio expended old-age assistance funds for burials, but the relatively low Federal share in that State reflects, to a considerable extent, the fact that the Federal Government did not participate in payments for October 1938. In New York there was no maximum on grants, and payments were made for burials, medical care, and hospitalization.

### State and Local Funds

Under the Social Security Act the States may divide responsibility for financing any of the special types of public assistance with their localities in whatever proportions they elect, except that there must be some State financial participation. Of the total amounts disbursed for old-age assistance in the various States, the proportion represented by State funds ranged from 18.3 percent in Kansas to 57.5 percent in Colorado. The State share amounted to 50.0 percent or more in 28 States; in all but 1 of these States there was no local participation. In the 24 States in which there was some local participation, the local share was larger than the State contribution only in Kansas

**Table 3.—Percent of net disbursements for the special types of public assistance supplied from local funds in States with plans approved by the Social Security Board, 1938**

Percent of net disbursements from local funds	Number of States		
	Old-age assistance	Aid to dependent children	Aid to the blind
Total.....	51	42	42
No local participation.....	27	14	20
Less than 10 percent.....	2	3	3
10-19.9 percent.....	11	3	7
20-29.9 percent.....	10	4	7
30-39.9 percent.....	1	12	4
40 percent and over.....	0	16	11

<sup>1</sup> Highest—50.0 percent.

<sup>2</sup> 50.5 percent.

and New Hampshire. The State and local shares were equal in Nevada and Oregon.

Although 10.0 percent of total old-age assistance payments for all States was financed from local funds, no local funds were used in 27 States. In the remaining States the proportion of local funds varied widely, as shown in table 3. Excluding Washington, in which the local share was negligible, the range was from 9.4 percent in Georgia to 32.4 percent in Kansas. Eight of the 24 States with local participation disbursed \$33.5 million of the \$39.6 million expended from local funds; California alone accounted for \$12.6 million, New York \$7.7 million, and Massachusetts \$4.1 million.

### Aid to Dependent Children

Of the \$93.1 million expended for aid to dependent children in the 42 States with approved plans, Federal funds comprised \$25.5 million or 27.4 percent, State funds \$42.8 million or 45.9 percent, and local funds \$24.8 million or 26.7 percent.

#### Federal Funds

Twenty of the 42 States received the maximum Federal contribution of 33.3 percent; the remaining 22 States made some expenditures which were not matchable with Federal funds. Although Federal contributions are limited to one-third of assistance payments, not counting amounts above \$18 a month for the first dependent child and \$12 for each additional dependent child in the same home, many States do not limit the amount of assistance, and others have higher maximums than that governing Federal matching. A number of States expend funds for aid to dependent children for other purposes than cash payments to recipients, such as payments for medical care, hospitalization, and burials. Federal funds may be used only for children under 16 years of age,<sup>4</sup> but a few States have higher age limits. Furthermore, several State laws are broader than the Federal statute concerning persons who may receive aid in behalf of dependent children.

In the 22 States making nonmatchable pay-

<sup>4</sup> Effective Aug. 10, 1939, the age limit was raised to include children under 18 years if they are regularly attending school, by amendment of that date to the Social Security Act.

ments, the Federal share ranged from 19.0 percent in Massachusetts to 33.2 percent in Pennsylvania. Table 4 shows that the proportion was less than 30.0 percent in 12 States. In Massachusetts, New York, Michigan, Wisconsin, and California, Federal funds accounted for 25.0 percent or less. Of the \$16.7 million in which the Federal Government did not participate, New York accounted for \$6.8 million, Massachusetts \$2.7 million, Michigan \$1.5 million, California \$1.4 million, and Wisconsin \$1.2 million. In New York and Massachusetts there was no maximum on the amount of assistance. Michigan also did not limit monthly payments and, in addition, made payments for medical care. In California the maximum monthly payment was \$20 per child (\$30 for abandoned and illegitimate children), and payments were made in behalf of children for whom Federal funds could not be used, such as those between 16 and 18 years of age. Wisconsin did not limit grants, made payments for children up to 21 years of age, and provided medical care and burials.

#### State and Local Funds

The State share for aid to dependent children varied from 16.7 percent in Vermont to 73.6 percent in Michigan.<sup>5</sup> State funds accounted for 50.0 percent or more of total assistance costs in half the 42 States. In 15 States the proportion was 66.7 percent or more; of the States in this group Michigan was the only one in which local funds were used. The local share was larger than the State share in Kansas, Maine, Massachusetts, New York, Ohio, Vermont, and Wisconsin. Equal proportions were provided from State and local funds in Colorado, Delaware, New Jersey, and Oregon.

Local funds were provided in two-thirds of the 42 States with approved plans. In these 28 States the local share of assistance costs ranged from 2.3 percent in Michigan to 50.0 percent in Vermont. Table 3 indicates that in a majority of the States with local financial participation local funds accounted for more than 30.0 percent of total disbursements. In Kansas, Maine, Massachusetts, New York, Vermont, and Wisconsin the local share was between 41.5 and 50.0 percent.

<sup>5</sup> In the District of Columbia the "State" share was 73.9 percent.

## Aid to the Blind

Total assistance payments for aid to the blind in the 42 States with approved plans amounted to

\$10.9 million. Of this sum, Federal funds accounted for \$4.8 million or 43.5 percent, State funds for \$3.9 million or 35.8 percent, and local funds for \$2.3 million or 20.7 percent.

**Table 4.—Net disbursements,<sup>1</sup> by source of funds, for assistance to recipients of aid to dependent children in States with plans approved by the Social Security Board, 1938**

[Amounts in thousands]

Region <sup>2</sup> and State	Total	Federal funds		State funds		Local funds	
		Amount	Percent	Amount	Percent	Amount	Percent
Total <sup>3</sup>	\$93,112.8	\$25,481.9	27.4	\$42,797.7	45.9	\$24,833.2	26.7
Region I:							
Maine	603.1	171.2	28.4	149.9	24.8	282.1	46.8
Massachusetts	6,258.1	1,188.7	19.0	2,086.0	33.3	2,983.4	47.7
New Hampshire	162.2	51.9	32.0	110.3	68.0		
Rhode Island	542.0	137.8	25.4	223.7	41.3	180.5	33.3
Vermont	91.0	30.3	33.3	15.2	16.7	45.5	50.0
Region II:							
New York	17,307.3	3,547.1	20.4	5,187.5	29.8	8,662.6	49.8
Region III:							
Delaware	184.9	58.6	31.7	63.1	34.1	63.1	34.2
New Jersey	3,857.6	1,220.0	31.6	1,318.7	34.2	1,318.9	34.2
Pennsylvania <sup>4</sup>	7,280.2	2,413.8	33.2	4,866.4	66.8		
Region IV:							
District of Columbia	663.1	172.8	26.1	400.3	73.9		
Maryland	2,729.2	909.7	33.3	1,600.6	58.7	218.9	8.0
North Carolina	1,274.3	424.8	33.3	451.7	35.5	397.9	31.2
Virginia <sup>5</sup>	51.0	17.0	33.3	21.2	41.7	12.7	25.0
West Virginia	1,461.7	487.2	33.3	974.5	66.7		
Region V:							
Michigan	5,509.0	1,328.9	24.1	4,054.9	73.6	125.2	2.3
Ohio	5,088.7	1,300.0	25.6	1,823.2	35.8	1,965.6	38.6
Region VI:							
Indiana	4,584.0	1,428.5	31.2	1,803.3	41.3	1,262.2	27.5
Wisconsin	4,411.2	1,082.6	24.6	1,497.0	33.9	1,831.6	41.5
Region VII:							
Alabama	920.0	306.6	33.3	346.2	37.6	267.3	29.1
Florida <sup>6</sup>	30.8	10.3	33.3	20.5	66.7		
Georgia	1,047.5	349.2	33.3	600.6	57.4	97.7	9.3
South Carolina	679.9	226.6	33.3	453.3	66.7		
Tennessee	2,117.4	705.8	33.3	1,058.7	50.0	352.9	16.7
Region VIII:							
Minnesota	2,411.8	648.5	26.9	959.3	39.8	803.9	33.3
Nebraska	1,314.9	458.3	33.3	876.6	66.7		
North Dakota	370.2	116.8	31.6	126.9	34.3	126.5	34.1
Region IX:							
Arkansas	504.1	168.0	33.3	336.0	66.7		
Kansas	1,431.9	437.7	30.6	367.3	25.6	626.8	43.8
Missouri	1,475.1	491.7	33.3	983.4	66.7		
Oklahoma <sup>7</sup>	2,603.9	868.0	33.3	1,735.9	66.7		
Region X:							
Louisiana	2,208.5	700.8	31.7	1,106.0	50.1	401.7	18.2
New Mexico	386.0	125.9	32.6	260.1	67.4		
Region XI:							
Arizona	680.5	226.8	33.3	453.6	66.7		
Colorado	1,340.4	446.8	33.3	446.8	33.3	446.8	33.4
Idaho	790.3	263.4	33.3	268.3	34.0	258.6	32.7
Montana	647.8	215.9	33.3	216.0	33.4	215.8	33.3
Utah	1,063.8	311.3	29.3	592.9	55.7	159.6	15.0
Wyoming	213.6	71.2	33.3	77.1	36.1	65.3	30.6
Region XII:							
California <sup>8</sup>	5,755.5	1,438.9	25.0	2,877.8	50.0	1,438.9	25.0
Oregon	601.0	158.6	26.4	221.2	36.8	221.2	36.8
Washington	2,093.1	697.7	33.3	1,395.4	66.7		
Territory:							
Hawaii <sup>9</sup>	276.2	86.0	31.2	190.2	68.8		

<sup>1</sup> Includes disbursements for direct assistance to recipients, hospitalization, burials, medical care, and assistance in kind. Does not include administrative expense. These totals cannot be compared with either the amount of obligations incurred for payments to recipients or with the amount of Federal grants to the States.

<sup>2</sup> Social Security Board administrative regions.

<sup>3</sup> All amounts are rounded from actual data; therefore all totals differ slightly from sums of rounded amounts. Percentage distributions are based on actual data.

<sup>4</sup> Total includes net disbursements for first 6 months and obligations incurred for last 6 months; distribution by source of funds for last 6 months estimated by the Social Security Board.

<sup>5</sup> Distribution by program of \$318,329 disbursed during last 6 months for

medical care of recipients of the 3 special types of public assistance and general relief is not available.

<sup>6</sup> Amounts represent obligations incurred for only last 4 months; approved plan became effective September 1938. Distribution by source of funds estimated by the Social Security Board.

<sup>7</sup> Amounts cover only last 4 months; approved plan became effective September 1938.

<sup>8</sup> Amounts represent obligations incurred; distribution by source of funds estimated by the Social Security Board.

<sup>9</sup> Total includes obligations incurred for first 3 months and net disbursements for last 9 months; distribution by source of funds for first 3 months estimated by the Social Security Board.

## Federal Funds

The proportion of Federal funds ranged from 31.3 percent in California to the maximum of 50.0 percent in 14 States. The Federal share was less than 47.0 percent in only 5 of the 28 States making

individual monthly payments in excess of the \$30 maximum<sup>6</sup> which is considered in determining Federal grants-in-aid, and/or payments for medical care, hospitalization, or burials. In California

<sup>6</sup> Effective Jan. 1, 1940, the amount is increased to \$40 by amendment of Aug. 10, 1939, to the Social Security Act.

**Table 5.—Net disbursements,<sup>1</sup> by source of funds, for assistance to recipients of aid to the blind in States with plans approved by the Social Security Board, 1938**

[Amounts in thousands]

Region <sup>2</sup> and State	Total	Federal funds		State funds		Local funds	
		Amount	Percent	Amount	Percent	Amount	Percent
Total <sup>3</sup>	\$10,938.2	\$4,753.2	43.5	\$3,918.6	35.8	\$2,206.5	20.7
<b>Region I:</b>							
Connecticut <sup>4</sup>	12.6	6.2	49.0	6.4	51.0	-----	-----
Maine	340.2	166.9	49.1	173.3	50.9	-----	-----
Massachusetts	267.4	133.4	49.0	134.0	50.1	-----	-----
New Hampshire	75.8	37.7	49.7	21.3	28.1	16.8	22.2
Vermont <sup>5</sup>	28.4	14.1	49.5	14.3	50.5	-----	-----
<b>Region II:</b>							
New York	701.6	328.9	46.9	197.7	28.2	175.0	24.9
<b>Region III:</b>							
New Jersey	154.5	76.6	49.5	-----	-----	78.0	50.5
<b>Region IV:</b>							
District of Columbia	65.3	31.5	48.2	33.8	51.8	-----	-----
Maryland	149.7	74.6	49.9	17.1	11.4	57.9	38.7
North Carolina	334.8	167.4	50.0	90.1	26.9	77.3	23.1
Virginia <sup>6</sup>	20.4	10.2	50.0	6.4	31.2	3.8	18.8
West Virginia	154.3	77.2	50.0	77.2	50.0	-----	-----
<b>Region V:</b>							
Michigan	176.8	72.8	41.2	101.5	57.4	2.5	1.4
Ohio	891.8	434.0	48.6	145.1	16.3	312.7	35.1
<b>Region VI:</b>							
Indiana	550.5	272.9	49.6	277.6	50.4	-----	-----
Wisconsin	517.9	257.6	49.8	157.1	30.3	103.2	19.9
<b>Region VII:</b>							
Alabama	48.7	24.4	50.0	12.2	25.0	12.2	25.0
Florida	243.1	121.5	50.0	121.5	50.0	-----	-----
Georgia	144.3	72.1	50.0	58.6	40.7	13.5	9.3
Mississippi <sup>7</sup>	4.8	2.4	50.0	2.4	50.0	-----	-----
South Carolina	104.9	52.4	50.0	52.4	50.0	-----	-----
Tennessee	208.3	104.1	50.0	78.1	37.5	26.0	12.5
<b>Region VIII:</b>							
Iowa	208.2	147.9	40.6	75.8	25.4	74.6	25.0
Minnesota	180.8	88.8	49.1	92.0	50.9	-----	-----
Nebraska	136.4	65.0	47.6	62.5	45.9	8.8	6.5
North Dakota	23.3	11.6	49.7	11.7	50.3	-----	-----
South Dakota <sup>8</sup>	36.2	18.1	50.0	18.1	50.0	-----	-----
<b>Region IX:</b>							
Arkansas	63.3	31.6	50.0	31.8	50.0	-----	-----
Kansas	192.9	93.3	48.4	37.2	19.3	62.4	32.3
Oklahoma <sup>9</sup>	360.4	180.2	50.0	180.2	50.0	-----	-----
<b>Region X:</b>							
Louisiana	102.8	51.3	49.8	37.5	36.5	14.1	13.7
New Mexico	36.5	17.8	48.8	18.7	51.2	-----	-----
<b>Region XI:</b>							
Arizona	81.5	40.0	49.0	41.5	51.0	-----	-----
Colorado	202.7	97.5	48.1	54.5	26.9	50.7	25.0
Idaho	75.9	37.9	50.0	26.6	35.0	11.4	15.0
Montana <sup>10</sup>	12.4	6.0	48.6	4.4	35.2	2.0	16.2
Utah	68.3	33.2	48.7	24.8	30.3	10.2	15.0
Wyoming	56.7	25.9	48.7	30.8	54.3	-----	-----
<b>Region XII:</b>							
California	3,275.9	1,025.7	31.3	1,129.5	34.5	1,120.7	34.2
Oregon	131.1	65.5	50.0	32.8	25.0	32.8	25.0
Washington	397.2	172.1	43.3	225.0	56.7	-----	-----
<b>Territory:</b>							
Hawaii <sup>11</sup>	10.3	5.1	49.1	5.2	50.9	-----	-----

<sup>1</sup> Includes disbursements for direct assistance to recipients, hospitalization, burials, medical care, and assistance in kind. Does not include administrative expense. These totals cannot be compared with either the amount of obligations incurred for payments to recipients or with the amount of Federal grants to the States.

<sup>2</sup> Social Security Board administrative regions.

<sup>3</sup> All amounts are rounded from actual data; therefore all totals differ slightly from sums of rounded amounts. Percentage distributions are based on actual data.

<sup>4</sup> Amounts cover only last 6 months. State had an approved plan in first 6 months but did not request Federal funds; revised plan became effective July 1938.

<sup>5</sup> Total includes net disbursements for first 9 months and obligations incurred for last 3 months; distribution by source of funds for last 3 months estimated by the Social Security Board.

<sup>6</sup> Amounts cover only last 6 months; approved plan became effective July 1938.

<sup>7</sup> Amounts cover only last 2 months; approved plan became effective November 1938.

<sup>8</sup> Amounts cover only last 11 months; approved plan became effective February 1938.

<sup>9</sup> Amounts represent obligations incurred; distribution by source of funds estimated by the Social Security Board.

<sup>10</sup> Amounts cover only last 8 months; approved plan became effective May 1938.

<sup>11</sup> Total includes obligations incurred for first 3 months and net disbursements for last 9 months; distribution by source of funds for first 3 months estimated by the Social Security Board.

the maximum monthly payment was \$50. The distribution by source of funds for all States was heavily weighted by that for California, which accounted for 29.9 percent of total disbursements under the Social Security Act for aid to the blind. Exclusive of California, the Federal share for all States combined was 48.6 percent. In Michigan, where Federal funds amounted to 41.2 percent, there was no maximum on grants, and medical care was provided. Federal funds comprised 43.3 percent of total disbursements in Washington, which set a minimum of \$40 including income, resources, and assistance and made payments for burials. In Wyoming, where monthly payments as high as \$50 were permitted for heads of families, the Federal Government contributed 45.7 percent of assistance costs. New York, with a Federal share of 46.9 percent, did not limit the amount of grant and made payments for medical care, hospitalization, and burials.

#### **State and Local Funds**

Exclusive of New Jersey, in which State funds were not used for assistance payments but only for administrative costs, the range in the State share was from 11.4 percent in Maryland to 57.4 percent in Michigan. State funds accounted for 50.0 percent or more of assistance costs in 21 States; in 7 States the share was exactly 50.0 percent. The localities provided a larger portion than the States in Kansas, Maryland, and Ohio. The State and local governments provided equal shares in Alabama and Oregon.

No local funds were supplied for aid to the blind in 20 States, as shown in table 3. In the remaining

22 States the local share varied from 1.4 percent in Michigan to 50.5 percent in New Jersey. California accounted for almost half of total disbursements from local funds in all States with approved plans.

#### **Changes in Division of Financial Responsibility Between States and Localities**

The changes in the division of responsibility for financing the special types of public assistance between the States and localities that occurred during 1938 were in the direction of increased State and decreased local participation. Louisiana eliminated local financial participation in assistance costs for all three programs beginning with July 1938. Local participation in assistance payments for aid to dependent children was discontinued in Pennsylvania as of January 1, 1938. In New Hampshire, effective in July 1938, the State shares for old-age assistance and aid to the blind were increased from 5 to 25 percent and from 5 to 50 percent, respectively. In Maryland the State share for aid to the blind was raised from 5 to 15 percent in April.

In Kansas the availability of additional State funds in the latter half of the year enabled the State to increase its share somewhat for each program. A similar situation existed in Alabama with respect to aid to dependent children. On the other hand, in Georgia allotments to the counties from a State equalization fund were discontinued early in 1938, thereby necessitating larger contributions by the local governments during the balance of the year.

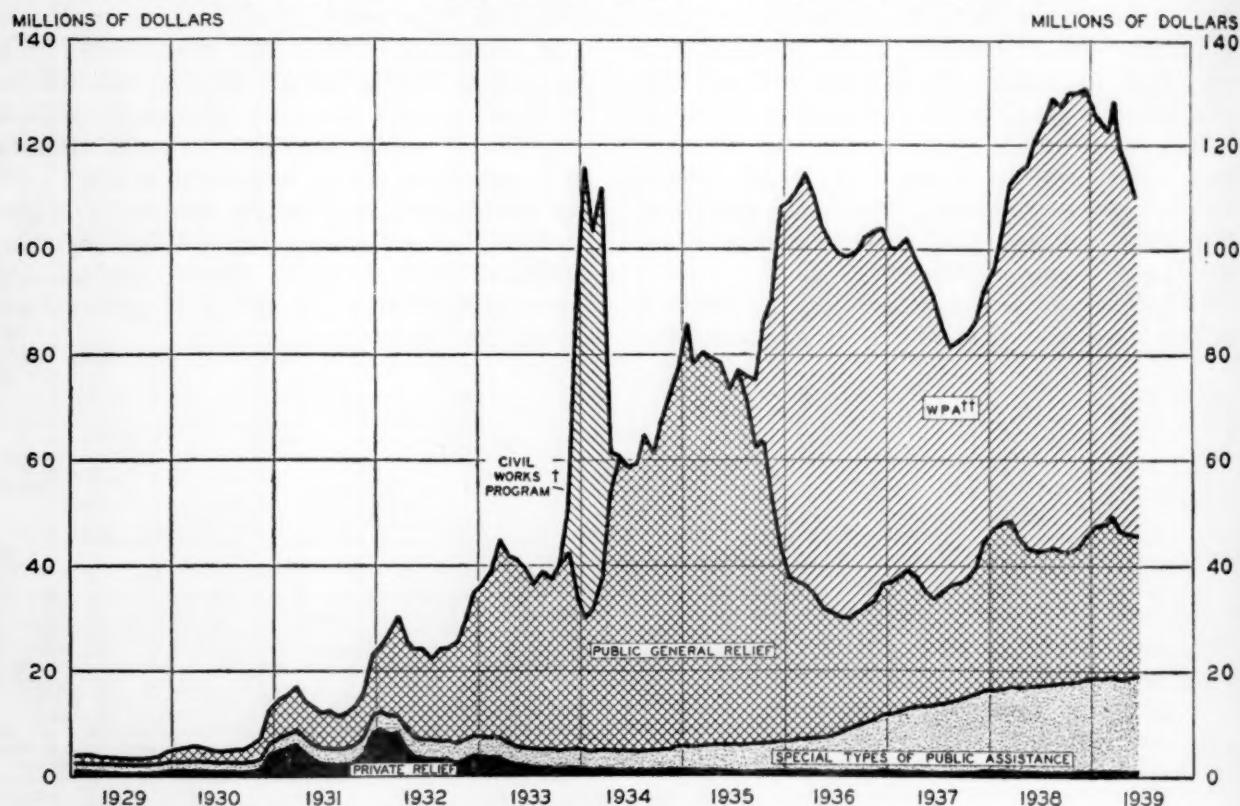
# STATISTICS FOR URBAN AREAS

## Public and Private Aid in 116 Urban Areas

Expenditures amounting to \$111.5 million were made in June in 116 urban areas for payments to recipients of the special types of public assistance, public general relief, and private assistance, and for earnings of persons employed on work projects operated by the Works Progress Administration. This sum excludes the cost of administering all programs and of materials, equipment, and other items requisite to the operation of work projects. Data are not available for urban areas on earnings of persons employed on WPA-financed projects operated by other Federal agencies or other Federal work and construction projects, earnings under the program of the National Youth Administration, or earnings of enrollees in the Civilian Conservation Corps.

June was the third consecutive month in which total payments decreased. The decline from May amounted to \$4.3 million or 3.8 percent. Disbursements in June were 13.2 percent less than the total in March—the peak month of the first half of 1939. As in April and May, the bulk of the decline in June was attributable to a reduction in the total amount of earnings on WPA-operated projects. These earnings amounted to \$3.8 million less than in May, representing a drop of 5.5 percent. As compared with the March level, WPA earnings in June had declined 16.3 percent. June payments for general relief administered by public agencies continued to show the downward movement in evidence during the 2 preceding months. The decline was 3.5 percent from May and 14.1 percent from March. On the other hand, total obligations incurred for old-age assistance, aid to dependent children,

**Chart I.—Public and private assistance and earnings of persons employed on projects operated by the Works Progress Administration and under the Civil Works Program in 116 urban areas, January 1929–June 1939**



†Earnings of all persons employed under the Civil Works Program, including the administrative staff.

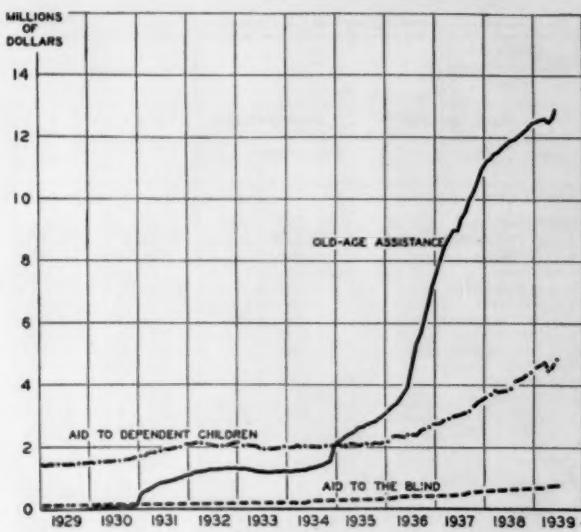
††Earnings on projects operated by the Works Progress Administration within the areas.

and aid to the blind increased 2.4 percent from May to June, with payments for aid to dependent children showing the largest gain—3.4 percent. Private assistance amounted to 2.3 percent less in June than in May.

Declines in total payments for public and private assistance and WPA earnings in 93 of the 116 urban areas contributed to the decrease in the total for all areas combined. In most cities the percentage declines were relatively small, exceeding 10 percent in only 10 areas. Increases of more than 10 percent were recorded for only 2 cities.

As compared with the amount disbursed in June a year ago, total expenditures for public and private assistance and WPA earnings in the 116 areas were lower in June 1939 by 7.7 percent. This decline resulted from a drop of 15.5 percent in the amount of WPA earnings. Total obligations incurred for the special types of public assistance in June of this year were 12.9 percent greater, and public general relief payments amounted to 2.9 percent more. In June 1939 WPA earnings accounted for 59.2 percent of the total, public general

Chart II.—*Special types of public assistance in 116 urban areas, January 1929-June 1939*



relief for 23.6 percent, and the special types of public assistance for 16.5 percent. Private assistance represented less than 1 percent of all payments.

Table 1.—*Recipients of public and private assistance, amount of assistance, and earnings of persons employed on projects operated by the Works Progress Administration in 116 urban areas, June 1939*

[Corrected to Aug. 19, 1939]

Type of agency	Number of cases <sup>1</sup>	Amount <sup>2</sup>	Percentage change from—				Percentage distribution of amount		
			May 1939 in—		June 1938 in—		June 1939	May 1939	June 1938
			Number of cases	Amount	Number of cases	Amount			
Total.....	(*)	\$111,457,771	.....	-3.8	.....	-7.7	100.0	100.0	100.0
Public agencies.....	(*)	\$110,647,767	.....	-3.8	.....	-7.7	99.3	99.3	99.3
Agencies administering:									
General relief <sup>3</sup> .....	938,221	26,269,224	-2.5	-3.5	-0.6	+2.9	23.6	23.5	21.1
Special types of assistance <sup>4</sup> .....	679,408	18,428,660	+1.4	+2.4	+10.7	+12.9	16.5	15.5	13.5
Old-age assistance.....	537,335	12,894,614	+6	+2.1	+8.3	+9.2	11.6	10.9	9.8
Aid to dependent children <sup>5</sup> .....	119,203	4,811,304	+5.6	+3.4	+24.0	+25.0	4.3	4.0	3.2
Aid to the blind <sup>6</sup> .....	22,870	722,742	+8	+6	+8.5	+8.4	.6	.6	.5
Works Progress Administration <sup>7</sup> .....	(*)	65,949,883	(*)	-5.5	(*)	-15.5	59.2	60.3	64.7
Private agencies <sup>8</sup> .....	(*)	\$810,004	.....	-1.9	.....	-6.1	.7	.7	.7
Nonsectarian agencies.....	17,022	331,454	-1.0	-1.5	-7.7	-7.9	.3	.3	.3
Jewish agencies.....	6,275	165,726	-4.7	-3.0	-4.9	-3.0	.1	.1	.1
Catholic agencies.....	9,207	173,998	-11.5	-8	-15.2	-5.9	.2	.2	.2
Salvation Army.....	7,369	28,460	+20.2	+2.2	+35.0	-12.1	(u)	(u)	(u)
Other private agencies.....	7,943	110,366	-14.1	-3.9	-8.7	-3.8	.1	.1	.1

<sup>1</sup> Incomplete, since some agencies reporting amount of assistance did not report number of cases aided.

<sup>2</sup> Excludes cost of administration; of materials, equipment, and other items incident to operation of work programs; and of transient care.

<sup>3</sup> Total number of cases aided by public and/or private agencies cannot be obtained by adding figures shown, since an unknown number of cases received assistance from more than 1 agency.

<sup>4</sup> Includes estimates amounting to \$102,282.

<sup>5</sup> Public agencies administered \$633 of private funds while private agencies administered \$12,348 of public funds, so that total amounts contributed from public and private sources, respectively, were \$110,659,482 and \$798,280.

<sup>6</sup> Includes direct and work relief and statutory aid to veterans administered on basis of need.

<sup>7</sup> Includes figures for areas in States with plans approved by the Social Security Board and for areas in States not participating under the Social Security Act.

<sup>8</sup> Figures from the WPA, Division of Statistics; represent earnings of persons employed on projects operated by the WPA within these areas and cover all pay-roll periods ended during month. Figures are not available for these areas for earnings of persons employed on projects other than those operated by the WPA.

<sup>9</sup> Figures not available.

<sup>10</sup> Includes direct and work relief and aid to veterans.

<sup>11</sup> Less than 0.1 percent.

**Table 2.—Amount of public and private assistance and earnings of persons employed on projects operated by the Works Progress Administration, by urban areas, June 1939**

[Corrected to Aug. 10, 1939]

State and city	Area included	Total <sup>1</sup>	Public funds						Private funds <sup>4</sup>	Percentage change in from—	
			Total	General relief <sup>2</sup>	Old-age assistance	Aid to dependent children <sup>3</sup>	Aid to the blind <sup>3</sup>	WPA earnings <sup>4</sup>		May 1939	June 1938
Alabama:											
Birmingham	County	\$668,623	\$668,595	\$5,913	\$22,066	\$18,539	\$894	\$621,183	\$28	-5.7	+10.4
Mobile	do	117,760	116,961	851	7,592	1,606	172	106,740	799	-8.7	-14.6
California:											
Los Angeles	do	5,691,933	5,670,066	1,386,087	1,720,669	199,135	150,549	2,213,626	21,867	-5.1	+0.2
Oakland	do	1,338,369	1,334,995	231,784	250,509	50,549	22,971	779,182	3,374	-5.8	-4.8
Sacramento	do	293,550	291,535	46,812	105,371	18,800	7,153	113,390	* 2,015	-8	+10.7
San Diego	do	627,018	626,296	100,814	214,458	22,721	10,460	277,843	722	-7.6	-4.1
San Francisco	do	1,802,846	1,787,503	353,501	317,116	49,008	23,055	1,044,823	15,343	-3.1	+3.5
Colorado: Denver	do	675,126	672,509	56,606	298,441	47,488	3,506	266,468	2,527	+1.2	+2.8
Connecticut:											
Bridgeport	City	498,705	496,364	60,826	28,533	7,104	465	* 399,436	* 2,341	-1.4	-5.5
Hartford	do	272,479	257,818	57,746	47,845	8,230	735	143,262	14,661	-6.0	-5.8
New Britain	do	103,999	103,530	14,055	10,816	3,182	141	75,336	469	+3.4	-7.8
New Haven	do	664,411	659,938	85,032	47,538	10,046	1,095	* 516,227	4,473	+1.8	+4.4
Delaware: Wilmington	County	189,331	186,340	24,507	18,331	10,109		133,393	2,991	-4.1	-7.9
District of Columbia: Washington	City	811,917	798,074	40,762	83,889	41,832	5,573	626,618	* 13,243	-2.6	+22.6
Florida:											
Jacksonville	County	378,557	377,815	6,162	50,767	7,933	3,344	309,609	742	-2.6	+26.2
Miami	do	183,534	178,807	5,969	45,586	10,570	2,910	113,772	4,727	-9	+56.8
Georgia: Atlanta	do	605,247	600,427	16,364	15,715	15,988	1,523	550,837	4,820	-5.3	-12.8
Illinois:											
Chicago	do	9,840,434	9,765,894	3,141,023	1,061,014	79,691	74,559	* 5,409,607	74,540	+7	+7
Springfield	do	282,505	280,733	43,349	37,540	1,546	4,263	194,035	1,772	-7.5	+32.3
Indiana:											
Evansville	do	347,384	346,765	34,065	40,678	20,434	1,588	250,000	619	-8.9	-14.3
Fort Wayne	do	277,725	275,675	21,382	38,527	21,347	1,388	193,031	2,050	-4.8	-6.8
Indianapolis	do	988,383	976,615	101,470	129,618	73,939	6,268	665,320	11,768	-3.9	-11.2
South Bend	do	313,977	313,651	46,174	36,626	19,505	980	210,366	326	-8.0	-21.0
Terre Haute	do	397,366	396,738	13,901	40,960	16,668	2,032	314,177	628	-1.2	-4.8
Iowa:											
Des Moines	do	495,425	494,242	54,450	85,400	3,818	4,801	345,773	1,183	(*)	-8.5
Sioux City	do	206,297	205,760	53,250	39,877	4,118	1,614	106,900	538	-5.6	-2.2
Kansas:											
Kansas City	do	326,856	326,515	17,777	24,900	12,428	1,343	270,067	341	-1.4	+5.1
Topeka	do	118,580	117,515	9,177	15,345	7,848	929	84,216	1,065	-5	-13.2
Wichita	do	198,436	197,833	43,533	36,315	15,371	1,566	101,048	603	-6.5	+1.0
Kentucky: Louisville	do	331,921	326,167	* 18,219	32,872	8,381		266,695	* 5,754	-2.9	-2
Louisiana:											
New Orleans	Parish	1,205,545	1,195,693	33,690	60,546	81,047	4,244	1,016,176	* 9,852	-1.3	+16.5
Shreveport	do	51,830	51,762	7,055	13,508	12,582	423	18,194	68	(*)	+73.3
Maine: Portland	City	139,643	138,589	17,226	16,617	3,300	1,303	* 100,143	1,054	-9.8	+18.1
Maryland: Baltimore	do	725,454	708,882	153,087	158,018	150,570	9,097	238,110	16,572	-3.2	-7.2
Massachusetts:											
Boston	do	2,743,237	2,663,435	464,235	394,437	192,875	7,908	1,603,980	* 79,802	-3.3	+3.4
Brockton	do	225,129	219,772	* 29,944	58,222	7,170	457	123,979	5,357	-20.3	-8.9
Cambridge	do	279,098	276,040	72,594	40,668	16,087	926	145,765	3,058	-3.1	-10.8
Fall River	do	293,342	293,233	46,681	55,604	11,246	962	178,740	109	-3.3	-10.0
Lawrence	do	177,076	176,377	22,356	43,527	5,392	499	104,603	650	+4	-12.8
Lowell	do	332,074	329,787	52,804	62,528	15,415	753	197,288	2,287	-2.0	-5.1
Lynn	do	275,252	272,758	52,550	73,300	8,825	715	137,278	2,494	-21.3	-5.2
Malden	do	116,002	115,910	37,358	29,937	8,752	260	42,603	92	+1.3	-22.8
New Bedford	do	304,738	303,313	64,961	76,553	10,240	846	150,713	1,425	-1	+1.8
Newton	do	90,414	87,538	28,186	16,540	8,412	106	34,294	2,876	-4.7	-3.0
Springfield	do	453,038	451,138	93,807	75,974	21,789	842	258,726	1,900	+19.9	+32.6
Worcester	do	477,654	474,525	148,843	86,424	25,061	826	213,371	3,129	-22.9	-6.8
Michigan:											
Detroit	County	4,607,297	4,586,827	702,306	269,236	326,935	5,086	* 283,264	* 20,470	-7.0	-34.9
Flint	do	408,403	408,162	50,887	60,667	25,519	529	270,560	241	-1.6	-56.4
Grand Rapids	do	630,704	630,050	47,293	109,811	30,227	1,388	441,331	654	-3.4	-21.1
Pontiac	do	395,959	395,704	48,782	51,609	26,318	528	268,467	255	-1.5	-42.3
Saginaw	do	210,477	210,056	22,122	31,933	17,804	443	137,754	421	-2.8	-32.3
Minnesota:											
Duluth	do	761,576	757,077	149,590	112,307	32,926	2,258	459,996	4,499	-5.8	+8
Minneapolis	do	1,623,532	1,616,529	387,853	305,917	50,367	4,536	867,856	7,003	-2.7	+1.1
St. Paul	do	845,806	841,048	186,725	116,573	22,300	2,909	512,541	4,758	+1.7	-16.0
Missouri:											
Kansas City	do	924,424	914,722	* 110,931	159,892	8,275	10,675	624,949	* 9,702	+2	+1.8
St. Louis	City and county	1,813,706	1,795,759	163,380	207,350	36,311	17,175	1,371,543	17,947	-12.2	-20.2
Nebraska: Omaha	County	509,496	562,589	9,503	74,585	36,821	1,837	439,843	* 6,907	-8.7	-14.1
New Jersey:											
Jersey City	City	943,807	943,376	147,291	25,884	24,097	1,151	* 744,953	431	-3.4	-17.3
Newark	do	1,560,440	1,557,480	473,683	57,494	62,393	1,966	* 961,944	2,960	-3.1	-13.9
Trenton	do	289,870	288,407	57,651	16,380	13,871	647	* 199,849	1,463	-4.0	-25.9

See footnotes at end of table.

Table 2.—Amount of public and private assistance and earnings of persons employed on projects operated by the Works Progress Administration, by urban areas, June 1939—Continued

[Corrected to Aug. 19, 1939]

State and city	Area included	Total <sup>1</sup>	Public funds						Private funds <sup>2</sup>	Percentage change in total from—	
			Total	General relief <sup>3</sup>	Old-age assistance	Aid to dependent children <sup>4</sup>	Aid to the blind <sup>5</sup>	WPA earnings <sup>6</sup>		May 1939	June 1938
New York:											
Albany	City	\$259,336	\$257,297	\$35,903	\$14,568	\$4,405	\$613	\$201,808	\$2,039	+2.8	+22.0
Buffalo	County	1,644,775	1,632,663	851,090	88,367	2,973	630,332	12,112	-2.7	+1.5	
New Rochelle	City	89,555	89,113	52,636	10,485	9,386	29	16,577	442	-6.1	-12.4
New York	do	21,365,776	21,180,231	6,972,434	1,284,219	1,200,501	38,778	11,624,299	* 185,545	-2.3	-6.8
Niagara Falls	do	140,103	139,330	50,544	8,104	6,661	110	7,73,911	773	-7.0	+35.8
Rochester	do	810,410	808,431	345,461	101,130	37,741	2,352	* 321,747	1,979	-4.1	+5.7
Syracuse	County	528,047	524,390	* 237,344	63,760	20,064	982	201,640	3,657	-6.7	-11.2
Utica	City	222,187	219,968	50,147	26,797	13,249	340	* 129,435	2,219	-7.3	+6
Yonkers	do	297,145	295,756	94,801	20,374	19,649	399	160,533	1,389	-1.4	-9.7
North Carolina:											
Asheville	County	128,706	128,706	2,743	11,128	4,705	769	109,361	—	-4.7	+2.0
Charlotte	do	97,068	96,493	5,188	15,276	6,716	1,307	67,916	575	-1.6	+12.8
Greensboro	do	91,237	91,170	2,505	16,000	6,604	1,129	64,932	* 67	-5.0	+18.8
Winston-Salem	do	122,741	122,741	8,903	13,701	5,773	927	93,437	0	-5.1	+23.3
Ohio:											
Akron	do	1,111,649	1,100,282	* 80,584	76,005	17,306	1,895	933,492	2,367	-4.6	-17.6
Canton	do	504,010	503,833	45,912	78,385	12,441	2,010	365,105	157	+9.1	-10.6
Cincinnati	do	1,286,941	1,272,913	217,804	183,329	36,539	5,377	829,864	14,028	-17.5	-14.2
Cleveland	do	4,419,777	4,383,147	525,294	224,713	108,464	7,937	518,739	36,630	-12.3	-17.3
Columbus	do	1,014,992	1,013,774	85,945	152,629	17,606	6,245	751,349	1,218	-1.0	+6.0
Dayton	do	186,751	175,763	95,109	109,288	14,542	2,563	357,261	1,988	-11.7	-20.4
Springfield	do	186,840	186,840	11,583	54,572	4,457	1,388	114,840	—	+0.1	-13.1
Toledo	do	1,175,690	1,175,225	156,142	126,004	16,331	4,231	872,517	465	-8.2	-31.6
Youngstown	do	513,421	513,195	54,938	48,541	11,025	3,197	395,494	226	-18.0	-38.5
Oklahoma: Tulsa	do	221,659	215,826	7,093	82,470	16,013	2,397	107,833	5,833	-5.5	-3.9
Oregon: Portland	do	671,837	670,399	77,068	161,826	19,945	4,862	406,698	1,438	-6	+1.8
Pennsylvania:											
Allentown	do	280,458	279,028	45,441	21,486	9,450	5,379	197,872	830	-6.3	-21.0
Altoona	do	352,727	352,671	58,386	30,867	16,943	5,994	210,481	56	-4.6	-11.0
Bethlehem	do	303,673	302,943	41,568	22,220	12,563	5,457	221,135	730	-5.6	-13.4
Chester	do	307,547	306,094	65,720	31,802	14,259	7,237	186,976	1,453	-11.2	-11.6
Erie	do	402,226	402,190	106,560	45,468	16,447	7,589	226,126	36	+1.6	-11.9
Johnstown	do	541,251	540,894	125,900	36,965	30,348	7,110	340,571	357	+5.9	-3.1
Philadelphia	do	4,531,538	4,492,409	2,371,798	358,698	305,594	69,033	1,386,286	* 39,129	-1.1	+1.6
Pittsburgh	do	3,779,436	3,758,926	1,497,757	233,839	153,575	37,199	1,836,556	* 20,510	+1.2	-9.8
Reading	do	430,367	428,989	109,469	36,099	11,127	8,730	263,564	* 1,378	+2.9	-8.6
Scranton	do	1,007,313	1,004,649	333,512	51,803	33,977	10,204	573,153	* 2,664	-5.4	-10.8
Wilkes-Barre	do	1,196,257	1,194,613	455,516	54,271	45,174	12,595	620,057	1,644	-18.6	-27.9
Rhode Island: Providence	City	843,161	837,827	150,353	56,217	20,204	391	* 610,662	5,334	-3.1	-11.5
South Carolina: Charleston	County	170,352	169,966	3,211	12,736	5,668	796	147,555	386	-8.3	+32.5
Tennessee:											
Knoxville	do	167,039	166,624	3,064	16,082	15,085	871	131,522	415	+2.2	+15.7
Memphis	do	312,561	309,283	4,635	35,408	18,922	4,055	246,263	3,278	+3.0	+50.0
Nashville	do	216,261	215,376	2,838	25,098	16,433	2,377	168,630	885	+8	+27.8
Texas:											
Dallas	do	327,233	323,392	12,154	92,312	880	—	218,046	3,841	-7.4	+2.3
El Paso	do	92,217	91,821	—	13,186	—	—	78,635	396	-1.0	+42.8
Fort Worth	do	337,897	337,401	21,118	71,563	—	—	244,720	496	+1.7	+19.2
Houston	do	328,745	325,949	23,439	80,645	—	—	221,865	2,796	-2.2	+14.8
San Antonio	do	318,462	314,387	—	69,665	—	—	244,722	4,075	+1.8	+30.9
Utah: Salt Lake City	do	423,562	421,884	55,653	95,642	38,401	1,204	230,804	* 1,678	+12.7	+14.6
Virginia:											
Norfolk	City	82,500	81,939	4,478	7,400	1,595	780	67,708	631	-7.8	+13.0
Richmond	do	163,084	157,391	22,913	10,199	1,337	858	122,084	5,693	+5	+7.3
Roanoke	do	32,689	32,689	2,356	4,200	576	360	25,197	—	-6.8	+8.6
Washington:											
Seattle	County	877,883	870,782	84,723	235,106	33,115	8,050	509,788	7,101	-1.5	-17.1
Tacoma	do	475,778	475,778	26,481	100,981	18,572	2,611	327,133	—	+2.5	+4.3
West Virginia: Huntington	do	183,525	184,760	6,714	10,980	6,299	756	160,011	765	-6.0	-15.5
Wisconsin:											
Kenosha	do	227,587	227,411	27,997	22,556	16,076	1,447	189,335	176	-2.7	-15.5
Madison	do	275,672	275,475	24,385	45,827	22,698	974	181,591	197	-3.1	+11.6
Milwaukee	do	2,223,464	2,212,943	476,755	190,615	96,796	8,810	1,439,967	10,321	-1.8	-3.2
Racine	do	234,846	233,969	43,859	23,419	20,049	804	143,838	877	-2.7	+8.0

<sup>1</sup> Excludes cost of administration; of materials, equipment, and other items incident to operation of work programs; and of transient care.

<sup>2</sup> Includes direct and work relief and statutory aid to veterans administered on basis of need.

<sup>3</sup> Includes figures for areas in States with plans approved by the Social Security Board and for areas in States not participating under the Social Security Act.

<sup>4</sup> Figures from the WPA, Division of Statistics; represent earnings of persons employed on projects operated by the WPA within these areas and cover all pay-roll periods ended during month. Figures are not available for these

areas for earnings of persons employed on projects other than those operated by the WPA.

<sup>5</sup> Includes direct and work relief and aid to veterans.

<sup>6</sup> Includes estimate.

<sup>7</sup> Relates to county.

<sup>8</sup> Relates to city.

<sup>9</sup> Decrease of less than 0.1 percent.

<sup>10</sup> Estimated.

<sup>11</sup> Incomplete, since figures are not obtainable for 1 relief program.

## General Relief Operations of Public Agencies in Selected Large Cities, July 1939

Reports on general relief operations during July were received from 18 cities, including all cities with populations of more than 400,000 in 1930, except New Orleans, and including also Rochester, New York, which is smaller.

### Cases Aided and Amount of Relief

During July in these 18 cities 632,000 cases received aid amounting to almost \$19 million. These figures represent a decrease from the previous month of 1 percent in the number of cases aided and of 4 percent in expenditures for relief.

Fewer cases were aided in July than in June in 14 of the 18 cities, as shown in table 3. Decreases ranged from 8 percent in Buffalo and Detroit to less than 1 percent in Baltimore and Philadelphia. Increases in the remaining cities amounted to 10 percent in Cleveland and less than 5 percent in Pittsburgh, St. Louis, and San Francisco.

Expenditures for relief were smaller than in the previous month in 13 cities. The reductions were less than 5 percent in 4 cities but amounted to 27 percent in St. Louis. The decrease of 21 percent in Chicago resulted from a shortage of relief funds; July payments represent 65 percent of the budgeted amounts, whereas June payments cov-

ered 80 percent of the standard budgetary amounts. Increases in the 5 cities reporting larger expenditures in July than in June amounted to 1 percent in Cincinnati and Pittsburgh, 9 percent in Cleveland, and 21 and 31 percent in San Francisco and Los Angeles, respectively. Increases in the 2 California cities reflect the fact that June was the last month of a fiscal period. Relief granted in June carried through only to the end of that month, but expenditures in July covered relief for July and part of August.

Fourteen cities reported data from which average amounts per family case and per single-person case were computed. These averages do not necessarily reflect the relative adequacy of relief in different cities, since many factors must be taken into consideration in interpreting them. For example, July averages for Los Angeles and San Francisco are known to have been affected by changes incident to the beginning of a new fiscal year. The highest average amount per family case—\$46.27—was recorded for Los Angeles and the lowest—\$16.34—for St. Louis. In only 2 cities, Cincinnati and St. Louis, was the average payment per family case less than \$25. The highest average amount per single-person case was \$26.68 in New York and the lowest \$6.64 in St. Louis, with averages amounting to more than \$15 in all cities except Milwaukee and St. Louis.

**Table 3.—Number of cases receiving general relief, amount of relief, and average amount per family and single-person case in selected cities, July 1939**

City	Number of cases receiving relief	Amount of relief <sup>1</sup>	Average amount		Percentage change from June 1939 in—	
			Per family case	Per single-person case	Number of cases	Amount of relief
Baltimore	6,032	\$144,629	(*)	(*)	-0.1	-2.8
Boston	15,406	382,873	\$29.35	\$17.51	-2.0	-7.6
Buffalo	18,574	505,173	36.52	18.79	-7.5	-14.7
Chicago	110,759	\$2,270,542	(*)	(*)	-4.2	-21.4
Cincinnati	8,072	180,573	24.44	16.47	-1.5	+1.2
Cleveland	20,212	470,746	29.77	15.06	+10.0	+0.2
Detroit	16,020	482,056	33.57	16.93	-7.5	-20.8
District of Columbia	1,456	36,522	30.70	19.31	-6.9	-9.3
Los Angeles <sup>2</sup>	50,546	1,816,028	46.27	18.39	-1.3	+31.1
Milwaukee <sup>3</sup>	20,351	450,846	27.42	11.75	-1.9	-9.1
Minneapolis	12,547	348,523	32.50	20.06	-2.6	-3.5
Newark	15,179	441,188	34.64	19.25	-1.0	-1.4
New York	172,302	6,781,216	46.21	26.68	-1.7	-1.9
Philadelphia	77,646	2,235,515	(*)	(*)	-9	-5.6
Pittsburgh <sup>4</sup>	55,762	1,508,611	(*)	(*)	+4.5	+1.0
Rochester	8,443	281,262	36.90	17.51	-3.7	-7.5
St. Louis	8,247	108,750	16.34	6.64	(*)	-27.3
San Francisco <sup>5</sup>	14,512	428,397	45.32	19.73	+2.5	+21.2

<sup>1</sup> Excludes cost of administration; of materials, equipment, and other items incident to operation of work programs; and of special programs, hospitalization, and burials.

<sup>2</sup> Not available.

<sup>3</sup> Includes cases receiving aid from special departments: Transportation Service, 826 cases, \$13,664; Children's and Minors' Service, 2,367 cases, \$55,805; Nursing Home Service, number of cases not available, \$1,462; and Shelter Division, 2,532 cases, \$11,378.

<sup>4</sup> Accepts only unemployable cases.

<sup>5</sup> Includes figures for entire county in which city is located.

<sup>6</sup> Figures represent combined reports of 2 agencies—1 administering relief to employable cases and 1 relief to unemployable cases.

<sup>7</sup> Includes \$22,118 which was estimated as cost of operating a commissary.

<sup>8</sup> Includes duplications, since in some cases relief was granted more than once during month.

<sup>9</sup> Increase of less than 0.1 percent.

## General Relief in Addition to Other Types of Income

The extent to which the relief load consisted of cases receiving general relief in addition to specified forms of income is shown in table 4. General relief supplemented WPA earnings in 19 percent of the cases in Minneapolis but in less than 9 percent of the cases in other cities. Only in Newark was a relatively large proportion of cases reported to have received general relief in addition to earnings from regular employment. Cases in which relief supplemented unemployment benefits constituted less than 2 percent of the case load in the 14 cities reporting this item. In Baltimore, where there is a legal restriction as to the amount which may be granted to a family for aid to dependent children, 34 percent of the cases received general relief to supplement payments for such aid. In the other cities for which data are available less than 6 percent of the cases received general relief in addition to 1 of the 3 special types of public assistance.

**Table 4.—General relief cases in households receiving other types of income or assistance in selected cities, July 1939**

City	Number of cases receiving relief	Percent of general relief cases in households receiving—				
		Unemployment benefits	Earnings from regular employment	WPA earnings	Old-age assistance	Aid to dependent children
Baltimore	6,032	0.6	0.3	—	1.6	33.6
Buffalo	18,574	.9	8.2	6.5	2.6	1.4
Chicago	110,759	(?)	(?)	.5	2.3	.1
Cincinnati	8,072	.5	4.7	1.6	3.0	.6
Cleveland	20,212	.6	5.4	7.7	.3	(?)
Detroit	16,029	.8	6.6	8.6	3.4	—
District of Columbia <sup>a</sup>	1,456	(?)	—	—	5.8	(?)
Los Angeles <sup>b</sup>	50,546	1.1	(?)	3.2	(?)	(?)
Milwaukee <sup>c</sup>	20,351	.4	5.5	8.8	1.4	.2
Minneapolis	12,547	.4	2.8	18.9	4.8	4.4
Newark	15,179	1.6	23.0	3.7	—	—
New York	172,302	.6	(?)	3.2	2.5	1.8
Philadelphia	77,646	.8	(?)	1.0	(?)	(?)
Pittsburgh <sup>d</sup>	55,762	.8	(?)	2.2	(?)	(?)
Rochester	8,443	.8	13.0	7.0	5.4	3.0
San Francisco <sup>e</sup>	14,512	.7	(?)	7.1	9.7	(?)

<sup>a</sup> Figures on number of general relief cases which also received aid to the blind are available for 7 cities. Such cases amount to 0.5 percent of cases receiving relief in the District of Columbia; 0.2 percent in Baltimore, Cincinnati, and Rochester; and 0.1 percent in Buffalo, Cleveland, and Milwaukee.

<sup>b</sup> Not available.

<sup>c</sup> Less than 0.1 percent.

<sup>d</sup> Accepts only unemployable cases.

<sup>e</sup> Includes figures for entire county in which city is located.

<sup>f</sup> Figures represent combined reports of 2 agencies—1 administering relief to employable cases and 1 relief to unemployable cases.

<sup>g</sup> Base is number of cases open on last day of month rather than figures shown in first column of this table.

## Case Turn-Over

Seven cities opened fewer cases during July than in June. Notable decreases of 21 to 63 percent were reported by Baltimore, Chicago, Newark, New York, and St. Louis. The increases in the number of openings in Minneapolis and Rochester were 63 and 190 percent, respectively. Only three cities—Chicago, Minneapolis, and New York—closed more cases in July than in June, and in these cities the increases amounted to less than 10 percent.

Accession and separation rates for July are shown in tables 5 and 6. These rates represent the number of openings and the number of closings as a percent of the average number of cases open at the beginning and end of the month. In 11 cities accession rates were higher than separation rates. The lowest turn-over in case load was in St. Louis, where an accession rate of 4 was accompanied by a separation rate of 3. The highest case turn-over occurred in Milwaukee, with an accession rate of 21 and a separation rate of 19.

## Effect of WPA Employment on Case Load

The aggregate case load of the 18 cities was increased by 5,500 in July as a result of the fact that more cases were added to the rolls following loss of WPA employment than were transferred

**Table 5.—Reasons for opening general relief cases in selected cities, July 1939**

City	Number of cases opened	Accession rate <sup>1</sup>	Percent opened for specified reason			
			Cessation of unemployment benefits	Loss of regular employment	Loss of WPA employment	All other reasons
Baltimore	608	10.7	0.3	30.4	6.3	63.0
Boston	1,427	10.2	1.4	37.2	28.7	32.7
Buffalo	931	5.2	5.9	54.0	10.9	29.2
Chicago	5,341	4.6	.1	32.3	38.8	28.8
Cincinnati	665	7.7	5.6	14.3	15.5	64.6
Cleveland	2,200	10.6	4.5	10.0	41.7	43.8
Detroit	2,500	16.3	15.9	25.9	15.0	43.2
District of Columbia <sup>b</sup>	92	5.6	—	—	—	100.0
Los Angeles <sup>c</sup>	6,374	13.9	5.2	27.3	33.0	34.5
Milwaukee <sup>d</sup>	3,516	20.6	.2	18.7	19.6	61.5
Minneapolis	1,287	(?)	1.6	24.5	44.2	29.7
Newark	813	5.5	5.8	46.9	8.7	38.6
New York	6,368	3.9	7.4	24.7	27.7	40.2
Philadelphia	5,919	8.1	7.2	28.6	39.9	24.3
Pittsburgh <sup>e</sup>	7,399	14.6	11.0	15.2	60.6	13.2
Rochester	1,251	13.8	2.4	16.2	65.1	15.3
St. Louis	289	3.5	—	1.4	2.1	96.5
San Francisco <sup>f</sup>	2,523	20.0	5.2	(?)	13.2	(?)

<sup>1</sup> Cases opened as a percent of average number of cases open at beginning and end of month.

<sup>b</sup> Accepts only unemployable cases.

<sup>c</sup> Includes figures for entire county in which city is located.

<sup>d</sup> Figures represent combined reports of 2 agencies—1 administering relief to employable cases and 1 relief to unemployable cases.

<sup>e</sup> Not available.

to WPA. In June the case load in these same cities was increased by 2,300 as a result of this factor. During July the movement to and from WPA employment resulted in a net increase in case load in 10 cities.

Loss of WPA employment was reported as the reason for 28 to 44 percent of the openings in seven cities and for over 60 percent of the openings in Pittsburgh and Rochester. Transfer to WPA was responsible for 28 to 37 percent of the closings in six cities.

#### *Effect of Regular Employment on Case Load*

Figures on the number of cases opened because of loss of regular employment and closed because employment was obtained are available for 17 cities. In these cities there was a net decrease of 2,700 cases in the aggregate case load in July as compared with 5,400 cases in June for this reason. The net effect of regular employment was a reduction in case load in all cities except Baltimore, Boston, Detroit, and Los Angeles.

In Buffalo and Newark, respectively, 54 and 47 percent of the openings reported for July resulted from loss of regular employment. In the other cities less than 40 percent of the openings were

for this reason. Approximately 50 percent of the cases dropped from the relief rolls in Rochester were closed because regular employment was obtained. Such cases comprised between 18 and 42 percent of the closings in the other cities.

#### *Effect of Unemployment Benefits on Case Load*

Unemployment benefits were first payable in Illinois in July, and data on the number of cases opened on cessation of benefits and the number closed on receipt of benefits are now reported by all 18 cities. Case loads in the 17 cities in which benefits were paid in both months show a net gain on this account of 150 in July as compared with a decrease of 1,300 in June. Net increases in case load occurred in 6 cities in July as the result of an excess of openings on cessation of benefits over closings on receipt of benefits.

In Detroit 16 percent and in Pittsburgh 11 percent of all openings were attributed to cessation of unemployment benefits. In no other city did this reason account for as high as 8 percent of the openings. Receipt of benefits accounted for 22 percent of the cases closed in Pittsburgh, 10 percent of the closings in Philadelphia, and less than 7 percent in the remaining cities.

Table 6.—*Reasons for closing general relief cases in selected cities, July 1939*

City	Number of cases closed	Separation rate <sup>1</sup>	Percent closed for specified reason							All other reasons	
			Transferred to—			Relief no longer needed					
			WPA	Special types of public assistance	Other relief status	Unemployment benefits received	Regular employment obtained	Increased earnings or income			
Baltimore	459	8.1	5.7	3.9	—	1.3	18.5	7.4	—	63.2	
Boston	1,125	8.0	13.7	7.2	3.6	2.8	41.6	(*)	(*)	15.5	
Buffalo	2,100	11.8	32.9	1.9	2.5	6.0	27.1	14.1	—	31.1	
Chicago	8,284	7.1	27.8	2.9	.4	1.1	28.8	7.9	—	45.1	
Cincinnati	863	10.0	—	3.1	5.5	5.5	2.2	24.4	13.2	—	
Cleveland	1,065	5.2	22.1	5.2	4.3	3.2	35.3	1.8	28.1	—	
Detroit	1,859	11.9	28.4	6.3	—	5.8	28.8	14.8	—	15.9	
District of Columbia <sup>2</sup>	131	7.9	3.8	22.9	—	—	18.3	—	—	55.0	
Los Angeles <sup>3</sup>	4,965	10.9	27.9	5.3	1.4	3.2	25.8	2.6	—	33.8	
Milwaukee <sup>4</sup>	3,243	19.0	4.2	1.8	2.0	1.6	25.4	5.7	—	59.3	
Minneapolis	1,620	(*)	13.1	2.2	(*)	3.0	31.9	4.5	(*)	—	
Newark	974	6.6	17.2	—	—	3.1	39.8	39.9	—	—	
New York	10,852	6.6	31.4	8.2	3.2	4.9	26.3	10.1	—	15.9	
Philadelphia	5,737	7.8	19.0	4.0	(*)	10.4	35.7	7.5	(*)	—	
Pittsburgh <sup>5</sup>	4,075	8.0	13.3	4.2	(*)	22.1	32.7	8.6	(*)	—	
Rochester	611	6.7	18.3	3.4	(*)	6.9	50.7	14.7	(*)	—	
St. Louis	277	3.4	6.9	3.6	1.8	2.2	24.2	5.4	—	55.9	
San Francisco <sup>6</sup>	1,774	14.0	36.6	3.5	7.0	3.7	21.1	1.5	—	26.6	

<sup>1</sup> Cases closed as a percent of average number of cases open at beginning and end of month.

<sup>2</sup> Includes cases transferred to the NYA and CCC.

<sup>3</sup> Not available.

<sup>4</sup> Accepts only unemployable cases.

<sup>5</sup> Includes figures for entire county in which city is located.

<sup>6</sup> Figures represent combined reports of 2 agencies—1 administering relief to employable cases and 1 relief to unemployable cases.

<sup>7</sup> Includes cases transferred to the NYA.

# STATISTICS FOR RURAL AND TOWN AREAS, APRIL-JUNE 1939

With the presentation in this issue of monthly data on public assistance for the second quarter of 1939, the rural and town series is being discontinued on the recommendation of a subcommittee of the Joint Committee on Relief Statistics of the American Statistical Association and American Public Welfare Association. The series was developed to supplement the urban series at the time the Federal Emergency Relief Administration was being liquidated and responsibility for general relief was turned back to the States and localities. At that time it was not certain that reports on general relief for all States could be collected on a substantially complete basis.

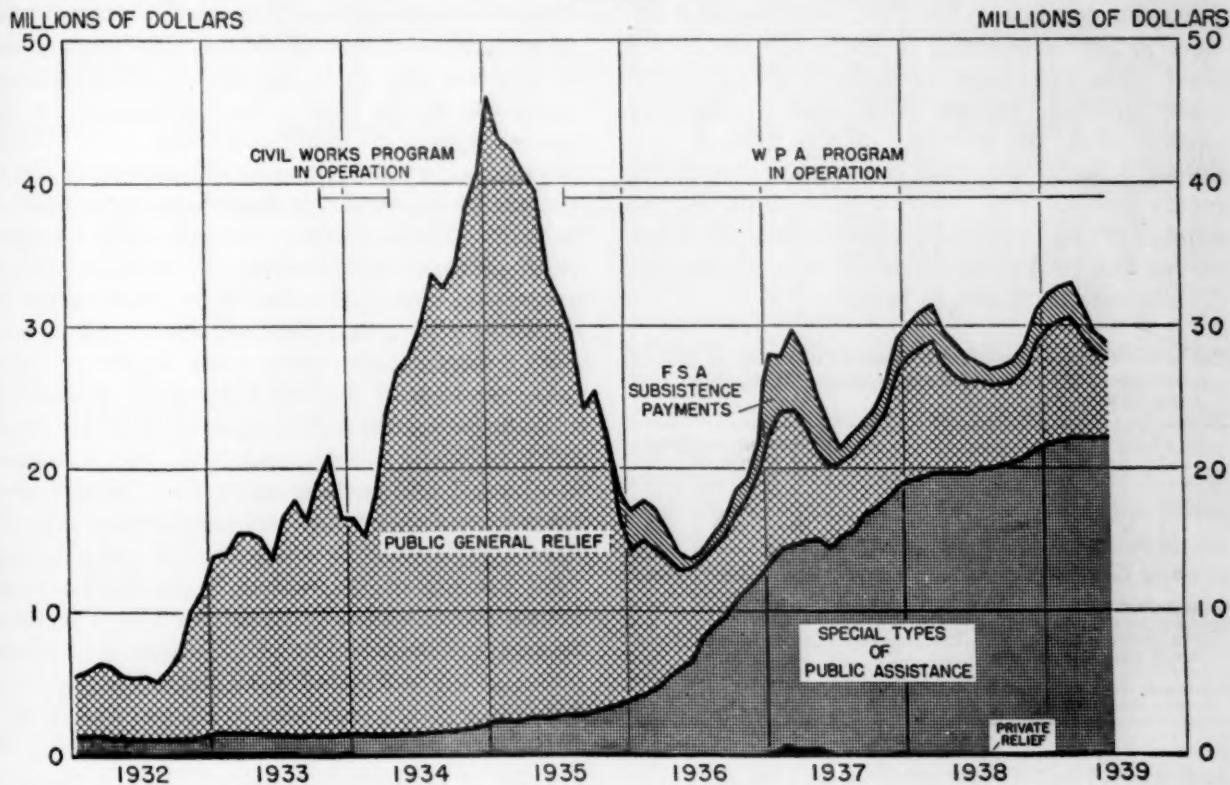
The rural and town series is being discontinued (1) because data on general relief are now being collected currently on a comprehensive basis, and

(2) because the series is incomplete in that it does not include data on earnings under the various Federal work programs, which comprise a very substantial share of total public aid in rural areas.

Total payments to recipients of public assistance in the 385 rural and town areas in 36 States included in the series declined in each month of the quarter ended with June 1939. Expenditures for general relief, the three special types of public assistance, and subsistence payments certified by the Farm Security Administration dropped from \$3.8 million in March to \$3.4 million in June—a decrease of 13 percent. This decrease was attributable to substantial reductions in the volume of general relief and in the amount of subsistence payments.

General relief payments declined in each month

**Chart I.—Estimated public and private assistance in rural and town areas in the United States, January 1932-June 1939<sup>1</sup>**



<sup>1</sup> Based on reports for 385 sample areas in 36 States.

Table 1.—Recipients and amount of public assistance, 385 rural and town areas,<sup>1</sup> April, May, and June 1939

[Corrected to Aug. 8, 1939]

Type of assistance	Number of cases			Amount of assistance <sup>2</sup>			Percentage change in—					
	April 1939	May 1939	June 1939	April 1939	May 1939	June 1939	Number of cases			Amount of assistance		
							From March to April	From April to May	From May to June	From March to April	From April to May	From May to June
Total.....	(*)	(*)	(*)	\$3,663,106	\$3,461,648	\$3,350,049	-----	-----	-----	-4.7	-5.5	-3.2
General relief <sup>4</sup> .....	54,166	50,082	46,497	812,673	705,762	633,150	-11.7	-7.5	-7.2	-16.2	-13.2	-10.3
Special types of public assistance.....	144,394	144,533	145,401	2,546,609	2,530,145	2,546,239	+1.0	+1.1	+1.6	+4.4	-6.6	+6.6
Old-age assistance.....	123,134	123,145	123,925	2,068,443	2,056,976	2,073,287	+1.9	(*)	+1.6	+4.4	-6.6	+8.8
Aid to dependent children <sup>5</sup> .....	17,711	17,838	17,900	404,404	399,663	399,131	+1.7	+1.7	+1.3	-1.1	-1.2	-1.1
Aid to the blind <sup>6</sup> .....	3,549	3,550	3,576	73,762	73,506	73,821	+1.1	(*)	+1.7	+1.7	-3.3	+4.4
Subsistence payments certified by the Farm Security Administration <sup>7</sup> .....	14,831	11,183	8,633	303,824	225,741	170,660	-10.6	-24.6	-22.8	-9.6	-25.7	-24.4

<sup>1</sup> Data not comparable with those published prior to January 1939 in that these do not include private assistance, which in no month during 1938 amounted to more than \$15,000 in the sample areas.

<sup>2</sup> Excludes cost of administration.

<sup>3</sup> Total number of cases aided cannot be obtained by adding figures shown, since an unknown number of cases received more than 1 type of assistance.

<sup>4</sup> Includes direct and work relief and statutory aid to veterans administered on basis of need.

of the quarter and in June were more than a third below the total expended for this type of assistance in March. Marked declines also occurred during each month in the amount of subsistence payments certified by the FSA, with the total certified in June amounting to about half the March total. The percentage decreases in the number of cases receiving general relief were consistently smaller than the declines in the amount disbursed, possibly reflecting a seasonal reduction in family needs. The percentage declines in the number of cases certified for subsistence payments tended to approximate the decreases in the amount of assistance, as shown in table 1.

Table 2.—Percentage distribution of amount of public assistance, 385 rural and town areas, April, May, and June 1939

Type of assistance	Percentage distribution of amount of assistance in—		
	April 1939	May 1939	June 1939
Total.....	100.0	100.0	100.0
General relief.....	22.2	20.4	18.9
Special types of public assistance.....	69.5	73.1	76.0
Old-age assistance.....	56.5	59.4	61.9
Aid to dependent children.....	11.0	11.6	11.9
Aid to the blind.....	2.0	2.1	2.2
Subsistence payments certified by the Farm Security Administration.....	8.3	6.5	5.1

<sup>4</sup> Increase of less than 0.1 percent.

<sup>5</sup> Includes data for areas in States with plans approved by the Social Security Board and for areas in States not participating under the Social Security Act.

<sup>6</sup> Estimated.

Total obligations incurred for old-age assistance, aid to dependent children, and aid to the blind fluctuated only slightly during the second quarter of 1939, with a net increase of less than 1 percent from March to June. The smaller expenditures for general relief and subsistence payments served to increase the share of total public-assistance payments in the rural areas represented by the special types of public assistance. In March payments for these types of aid accounted for 66 percent of the total; by June they represented 76 percent. The proportion accounted for by general relief dropped from 25 percent in March to 19 percent in June, and the share represented by subsistence payments declined from 9 to 5 percent during the same period.

On the basis of the data reported for the sample areas it is estimated that in June 1939 a total of \$28.8 million was expended for public assistance in all rural and town areas of the United States. Private assistance has been excluded from the data for the sample areas for the first half of 1939 because of the extremely small volume of assistance disbursed from private funds in these areas. The addition of private assistance would increase the estimated total for June by only \$75,000.

# OLD - AGE INSURANCE

BUREAU OF OLD-AGE AND SURVIVORS INSURANCE • ANALYSIS DIVISION

IN COOPERATION WITH

BUREAU OF RESEARCH AND STATISTICS • DIVISION OF OLD-AGE BENEFITS RESEARCH

## *Employee Accounts Established in Baltimore*

As of JULY 31, 1939, a net cumulative total of 45.2 million employee accounts had been established with the Board in Baltimore. The number of new accounts established in July was 494,400, the largest number in any month of 1939 except June. This comparatively large number is probably due to the entrance into the labor market of young persons available for either temporary or permanent employment and to the continued increase in industrial activity.

A total of 67,500 cancelations and voids was reported in July. The number of cancelations has increased considerably in 1939, following the discovery of large numbers of individuals holding more than one account number. The success of the Bureau's intensified efforts to locate such individuals can, in part, be ascribed to the cooperation of the various State unemployment compensation commissions.

## *Claims for Lump-Sum Payments*

The decrease in the number of claims received in Washington, which has occurred each month since March, continued in July when a total of 14,700 claims was received, as compared with 16,700 in June. Claims for lump-sum payments at age 65, which were 40 percent of the July total, formed a lower proportion than usual primarily because the field offices had been instructed not to follow up potential claimants in view of the imminence of the passage of the Social Security Act amendments. The number of claims certified in July totaled 15,700, of which 47 percent were claims for lump-sum payments at age 65. The increase in this percentage as compared with a month ago is also a direct result of administrative factors, since these claims had priority in all Washington operations.

Although most of the amendments to the Social Security Act will not take effect until January 1, 1940, lump-sum payments to workers attaining age 65 were discontinued the day the President signed the bill, namely August 10.

This was interpreted to mean that no checks could be sent out by the Treasury after the date of enactment even though claims received earlier had been found valid. Claimants thus affected are advised of their actual or potential rights to monthly benefits, which become payable, under the amendments, commencing January 1, 1940. Such persons receive forms to fill out, giving information which will assist the Board in preparing in advance for the adjudication of the claims for monthly benefits which they may file subsequently. Lump-sum death payments will continue to be made to the survivors or estates of covered workers who die before January 1, 1940; these claims will continue to be payable in 1940 provided the worker's death occurred prior to that year. Beginning with 1940, if certain conditions are met, the widows, children, or dependent parents of insured workers who die will receive monthly benefits in lieu of lump-sum payments. Specified lump-sum death payments will be paid only if there is no surviving widow, child, or dependent parent who is entitled to a monthly benefit for the month in which death occurred.

The average claims payment certified in July was \$84.03, as compared with \$83.24 in June. Both amounts showed a considerable increase over the average of \$67.51 for the fiscal year 1938-39. Thirteen States had payments above the national average for the fiscal year, while sixteen States were above the national average for the month of July. These were mainly the industrialized States of the Northeast and Middle West. Although the ranking of the States varies slightly from month to month, States such as New York, New Jersey, Connecticut, and Illinois are always in the highest average-payment group, while Mississippi consistently has had the lowest payment.

## *Wage Records*

A total of 27.3 million wage items for the first quarter of 1939 had been received in Baltimore by the end of July. As of the same date, 75.0

million wage items, or approximately 64 percent of the total to be included in the 1938 accounting period, had been posted.

During July, 7,489 requests for statements of reported wages were received in Baltimore, bring-

**Table 1.—Employee accounts established in Baltimore, by regions and States in which account numbers were issued, July 1939<sup>1</sup>**

Region <sup>2</sup> and State	Employee accounts established		
	July		Cumulative through July <sup>3</sup>
	Total	Net <sup>4</sup>	
<b>Total</b>	<b>404,411</b>	<b>426,904</b>	<b>45,154,355</b>
Region I:			
Connecticut	5,419	5,229	712,266
Maine	5,060	4,950	303,684
Massachusetts	13,951	13,305	1,784,945
New Hampshire	2,768	2,705	193,532
Rhode Island	3,141	3,089	314,921
Vermont	1,680	1,648	107,132
Region II:			
New York	58,831	35,647	6,026,348
Region III:			
Delaware	1,247	1,216	103,255
New Jersey	20,699	20,108	1,653,620
Pennsylvania	34,473	34,088	3,732,443
Region IV:			
District of Columbia	3,225	2,986	289,016
Maryland	6,682	5,952	633,338
North Carolina	10,780	9,939	933,959
Virginia	10,265	9,486	725,134
West Virginia	4,252	3,846	589,722
Region V:			
Kentucky	8,489	6,497	712,641
Michigan	14,678	11,368	2,037,082
Ohio	23,760	21,000	2,655,038
Region VI:			
Illinois	36,734	36,138	3,133,606
Indiana	12,181	12,131	1,189,588
Wisconsin	10,709	10,530	904,734
Region VII:			
Alabama	9,192	8,160	655,778
Florida	7,642	6,271	677,465
Georgia	16,027	10,730	841,718
Mississippi	8,340	7,321	381,761
South Carolina	7,333	6,738	497,874
Tennessee	8,575	7,652	755,180
Region VIII:			
Iowa	7,810	7,582	586,920
Minnesota	8,333	8,037	774,538
Nebraska	3,499	3,335	318,885
North Dakota	1,623	1,553	111,868
South Dakota	1,649	1,602	125,594
Region IX:			
Arkansas	7,016	6,743	359,554
Kansas	4,751	4,577	471,303
Missouri	13,078	12,357	1,248,882
Oklahoma	6,617	6,293	628,643
Region X:			
Louisiana	7,737	6,185	659,363
New Mexico	2,532	1,985	124,113
Texas	22,805	19,585	1,943,749
Region XI:			
Arizona	1,886	1,681	167,173
Colorado	4,744	4,426	356,238
Idaho	2,114	1,897	156,598
Montana	1,976	1,850	177,312
Utah	2,327	2,205	171,028
Wyoming	938	880	74,379
Region XII:			
California	32,194	24,320	2,912,540
Nevada	387	428	44,882
Oregon	4,991	3,573	382,604
Washington	7,703	6,482	632,005
Territories:			
Alaska	168	108	22,385
Hawaii	1,200	483	152,667

<sup>1</sup> Neither the monthly nor the cumulative total of accounts established should be taken as a measure of the number of persons engaged in employment covered by title II, since account numbers are issued to some persons who are not in such employment.

<sup>2</sup> Social Security Board administrative regions.

<sup>3</sup> Represents total less cancellations and voids plus reinstatements.

<sup>4</sup> Source: Bureau of Old-Age and Survivors Insurance, Baltimore Accounting Operations.

ing the cumulative total of requests to 102,800 as of July 31. A cumulative total of 86,400 statements have been forwarded in reply to these inquiries. The number of requests received in July increased sharply over the number received in June and was the largest since January 1938. All requests received after June 30 will be furnished with a statement of wages reported for both 1937 and 1938.

## Operations Under the Railroad Retirement Act

With the payment of \$9,187,000 in benefits under the Railroad Retirement Act during July, total payments from the beginning of operations to the end of July passed the \$200 million mark (table 3). This is the total amount certified to the Secretary of the Treasury for payments on annuities, pensions, and survivor and death benefits; it includes retroactive payments and excludes canceled payments.

The total number of annuities and pensions in force under the Railroad Retirement Act increased from 132,239 at the end of June to 133,272 at the end of July (table 4). The monthly amount payable on all annuities and pensions rose from \$8,290,476 to \$8,363,866. Although both the number and amounts in force continued to increase, the net addition during July to the total of annuities and pensions in force was the smallest in any single month since August 1937, and the net monthly amount added was the smallest since the approval of the act in July 1937.

## Changes in Annuities in Force

This slowing up in the rate of increase of annuities and pensions in force reflects principally the tendency for the number of applications for employee annuities to decline. An average of 65 applications for employee annuities was received per calendar day during the month of July. This is the smallest number, except for May 1939, since the enactment of the amendatory Railroad Retirement Act of 1937. The average number of applications received per calendar day was 72 for the last 6 months of 1938-39, 84 for the first 6 months of 1938-39, and 145 for the fiscal year 1937-38.

The number of new certifications of employee annuities during July was the smallest in any month since July 1937. When allowance is made

for claims held ineligible during the month and for employee-annuity claims superseded by survivor claims following the death of the applicant, the total number of claims disposed of during

July exceeded the number of new claims received. The number of annuitants removed from the rolls because of death was below preceding months and was the lowest since August 1938.

**Table 2.—Claims for lump-sum payments: Number received in Washington, and number and amount certified by the Social Security Board to the Secretary of the Treasury, by regions and States, July 1939<sup>1</sup>**

Region <sup>2</sup> and State	Total claims				Claims for payments at age 65				Claims for death payments			
	Number		Amount certified		Number		Amount certified		Number		Amount certified	
	Received	Certified	Total	Average	Received	Certified	Total	Average	Received	Certified	Total	Average
Cumulative through July.....	413,896	397,416	\$21,553,219	\$54.23	183,282	177,086	\$9,794,447	\$55.31	230,614	220,330	\$11,758,772	\$53.37
Total for July.....	14,724	15,741	1,322,688	84.03	5,865	7,409	619,675	83.64	8,850	8,332	703,013	84.38
Region I:												
Connecticut.....	262	276	28,268	102.42	126	156	16,552	106.10	136	120	11,716	97.63
Maine.....	89	91	6,817	74.91	37	49	3,880	75.10	52	42	3,137	74.69
Massachusetts.....	636	688	65,013	94.50	302	378	34,924	92.39	334	310	30,089	97.06
New Hampshire.....	60	67	5,763	86.01	31	39	3,255	83.47	29	28	2,508	89.55
Rhode Island.....	145	142	13,692	96.43	63	66	7,427	112.54	82	76	6,265	82.43
Vermont.....	57	57	3,771	66.15	37	41	2,700	65.84	20	18	1,071	66.96
Region II:												
New York.....	1,672	1,875	195,050	104.03	625	834	82,663	99.12	1,047	1,041	112,387	107.96
Region III:												
Delaware.....	30	35	3,236	92.46	11	14	1,056	75.45	19	21	2,180	103.81
New Jersey.....	603	749	70,418	94.02	256	379	33,613	88.69	347	370	36,805	90.47
Pennsylvania.....	1,414	1,553	144,114	92.80	625	783	73,071	93.32	789	770	71,043	92.26
Region IV:												
District of Columbia.....	71	74	6,159	83.22	32	41	2,941	71.74	39	33	3,218	97.50
Maryland.....	259	239	18,913	79.13	90	96	7,639	79.57	169	143	11,274	78.84
North Carolina.....	266	255	12,106	47.47	66	85	4,139	48.69	200	170	7,967	46.87
Virginia.....	257	278	18,043	64.99	99	127	9,272	73.00	158	151	8,771	58.09
West Virginia.....	146	186	15,532	83.50	49	78	6,178	79.21	97	105	9,354	86.61
Region V:												
Kentucky.....	275	268	16,298	60.81	88	98	5,478	55.90	187	170	10,820	63.65
Michigan.....	628	632	57,363	90.76	248	317	28,761	90.73	380	315	28,602	90.80
Ohio.....	1,085	1,104	103,785	94.01	514	602	54,253	90.12	571	502	49,532	98.67
Region VI:												
Illinois.....	1,191	1,227	112,052	91.32	511	643	52,632	81.85	680	584	50,420	101.75
Indiana.....	470	489	39,335	80.44	221	262	20,327	77.58	249	227	19,008	83.74
Wisconsin.....	365	381	34,014	89.28	195	240	21,989	91.62	170	141	12,025	85.28
Region VII:												
Alabama.....	224	216	12,263	56.78	56	73	4,282	58.66	168	143	7,981	55.82
Florida.....	194	197	9,944	50.48	71	95	3,935	41.43	123	102	6,009	58.91
Georgia.....	284	264	13,334	50.51	51	70	3,975	56.79	233	194	9,359	45.24
Mississippi.....	105	106	3,346	31.57	28	40	918	22.96	77	66	2,428	36.79
South Carolina.....	164	150	6,449	42.99	30	31	1,390	44.83	134	119	5,059	42.51
Tennessee.....	236	258	14,923	57.84	42	70	4,351	62.16	194	188	10,572	56.24
Region VIII:												
Iowa.....	201	234	17,373	74.24	80	111	8,517	76.73	121	123	8,855	72.00
Minnesota.....	224	246	22,827	92.79	103	126	12,340	97.93	121	120	10,487	87.39
Nebraska.....	90	82	6,042	73.68	33	39	2,686	68.86	57	43	3,356	78.05
North Dakota.....	20	27	2,107	78.04	9	14	1,062	75.87	11	13	1,045	80.37
South Dakota.....	34	32	1,967	61.47	13	9	558	62.02	21	22	1,409	61.26
Region IX:												
Arkansas.....	104	120	5,574	46.45	24	31	1,343	43.33	89	89	4,231	47.54
Kansas.....	130	143	10,461	73.09	68	79	5,901	74.70	62	64	4,550	71.10
Missouri.....	472	482	37,714	78.25	207	240	19,724	82.18	265	242	17,990	74.34
Oklahoma.....	121	138	8,701	63.70	43	52	3,069	59.01	78	86	5,722	66.54
Region X:												
Louisiana.....	161	186	10,012	53.83	34	45	2,956	65.69	127	141	7,056	50.04
New Mexico.....	24	33	2,139	64.83	7	9	549	60.97	17	24	1,500	65.27
Texas.....	400	397	27,268	68.68	100	125	7,620	66.96	300	272	19,648	72.23
Region XI:												
Arizona.....	49	46	3,430	74.56	11	15	1,047	69.70	38	31	2,383	75.86
Colorado.....	133	155	10,000	64.52	66	89	6,015	67.59	67	66	3,985	60.38
Idaho.....	57	55	3,441	62.56	26	30	2,003	66.75	31	25	1,438	57.53
Montana.....	71	74	5,471	73.94	26	26	2,130	82.28	45	48	3,332	60.41
Utah.....	34	57	4,863	85.31	12	21	1,454	69.25	22	36	3,406	94.68
Wyoming.....	22	25	1,503	60.13	5	8	470	58.71	17	17	1,033	60.79
Region XII:												
California.....	781	889	73,183	82.32	334	412	31,489	76.43	447	477	41,694	87.41
Nevada.....	11	19	1,203	63.30	5	8	458	57.21	6	11	745	67.73
Oregon.....	107	131	11,435	87.29	43	71	6,144	86.53	64	60	5,291	88.18
Washington.....	208	228	19,938	87.45	82	107	8,905	83.23	126	121	11,033	91.18
Territories:												
Alaska.....	16	14	935	66.76	2	5	140	27.92	14	9	795	88.35
Hawaii.....	41	45	2,684	59.64	25	25	1,279	51.14	16	20	1,405	70.25
Foreign <sup>3</sup> .....	25	26	2,337	89.88	3	5	406	81.07	22	21	1,981	91.97

<sup>1</sup> All claims received to date have been for lump-sum payments amounting to 3½ percent of total taxable wages.

<sup>2</sup> Social Security Board administrative regions.

<sup>3</sup> Claims received from persons in foreign countries.

Source: Bureau of Old-Age and Survivors Insurance, Administrative Division.

## Average Annuity

On the basis of preliminary figures, the average actual monthly annuity for annuities initially certified on a final basis during the month of July 1939 was \$67.93 (table 6). This is somewhat higher than the corresponding figures for the preceding 3 months but lower than the figure of \$69.06, which was the average actual monthly annuity on all annuities certified on a final basis through June 30, 1938. Corresponding figures for the intervening period are not yet available.

Employee annuities under the Railroad Retirement Act are of two main types—age annuities and disability annuities. Age annuities are of two kinds—those accruing at or after age 65 and those beginning before age 65 for individuals who have had at least 30 years of credited service. Disability annuities are also of two kinds—those accruing at any age below 65 for individuals with 30 years of credited service and those beginning

between age 60 and 65 for individuals with less than 30 years of credited service. For age annuitants under 65 and disability annuitants with less than 30 years' service the amount of annuity is reduced by  $\frac{1}{80}$  for each calendar month that the annuitant is under 65 at the time the annuity begins to accrue.

The average actual annuity was higher on final certifications during July than during the preceding 3 months for each type of annuity except disability annuities based on 30 years of credited service. The average actual annuity on age annuities beginning before age 65 was the only type which was higher in July than for the final certifications made through June 30, 1938.

## Applications Received During July

The Railroad Retirement Board has been collecting, since January 1938, certain data on applications for employee annuities. These data make

**Table 3.—Railroad Retirement Board: Total amount of benefit payments certified to the Secretary of the Treasury, by class of payment, by fiscal years, 1936-40, and by months, July 1938-July 1939<sup>1</sup>**

Fiscal year and month	Total payments <sup>2</sup>	Employee annuities <sup>3</sup>	Survivor annuities <sup>4</sup>	Death-benefit annuities <sup>5</sup>	Lump-sum death benefits <sup>6</sup>	Permanent pensions <sup>7</sup>
Cumulative through July 1939	\$203,627,201	\$132,401,923	\$1,257,259	\$1,455,579	\$1,504,701	\$6,824,186
Total, 1936-37	4,604,232	4,487,496	47,400	69,245	—	—
Total, 1937-38	82,994,286	46,007,991	381,237	625,106	38,954	34,667,433
Total, 1938-39	106,841,632	75,158,195	758,748	703,221	1,335,307	28,886,183
1938						
July	8,408,325	5,725,976	52,321	64,558	27,539	2,537,926
August	8,554,061	5,890,260	61,258	68,040	35,050	2,490,443
September	8,545,649	5,906,594	66,114	64,035	37,269	2,471,935
October	8,920,443	6,326,128	60,714	51,349	26,483	2,455,768
November	8,855,460	6,244,225	51,221	60,567	62,641	2,446,860
December	9,021,040	6,383,667	61,021	63,552	83,891	2,428,907
1939						
January	8,973,209	6,330,103	59,577	57,248	118,494	2,407,783
February	9,159,324	6,476,104	62,570	56,011	182,597	2,382,041
March	8,991,519	6,279,671	71,060	34,090	261,416	2,345,281
April	9,130,100	6,478,516	63,843	61,861	196,822	2,329,086
May	9,181,703	6,588,328	68,080	55,010	164,804	2,305,482
June	9,090,791	6,519,620	80,965	66,894	138,286	2,285,023
Total, 1939-40 through July	9,187,050	6,658,238	69,782	58,004	130,438	2,270,585
July	9,187,050	6,658,238	69,782	58,004	130,438	2,270,585

<sup>1</sup> Figures are total amounts certified to the Secretary of the Treasury for payment minus cancellations. Figures for any month represent vouchers certified during that month, including retroactive payments and minus cancellations reported during the month. Cents omitted. For monthly figures for fiscal years 1936-37 and 1937-38, see the *Bulletin*, July 1939, p. 8, table 3.

<sup>2</sup> Total benefit payments on basis of vouchers certified to the Secretary of the Treasury are \$8.4 million more than total on basis of checks drawn by disbursing officer as shown in table 9, p. 92. Amounts are certified to the Secretary of the Treasury and encumbered on books of the Railroad Retirement Board in latter part of month, but checks are not drawn by disbursing officer until first of following month.

<sup>3</sup> Employee annuities include age and disability annuities paid to eligible individuals after retirement, based on average monthly compensation with employers under the act and years of service, including service prior to beginning of the system up to a total of 30 years, for individuals who meet certain conditions. See the *Bulletin*, July 1939, pp. 17-19.

<sup>4</sup> Survivor annuities are paid to the surviving spouse of a deceased employee annuitant who duly elected a reduced annuity during his lifetime in order to provide a lifetime annuity for his spouse after his death.

<sup>5</sup> Death-benefit annuities are paid under the 1935 act to the surviving spouse or dependent next of kin of a deceased annuitant or of a deceased employee

entitled to receive an annuity at the time of his death, in monthly amounts equal to half the monthly employee annuity, for 12 months.

<sup>6</sup> Lump-sum death benefits are paid under the 1937 act to a designated beneficiary or to the deceased employee's legal representative. These benefits equal 4 percent of compensation earned as an employee after Dec. 31, 1936 (excluding compensation in excess of \$300 in any 1 month), less the aggregate amount of any employee or survivor annuities paid or payable.

<sup>7</sup> Payments to individuals on the pension rolls of employers under the act on both Mar. 1 and July 1, 1937, who were not eligible for employee annuities. Total payments of pensions in any month are frequently less than corresponding monthly amounts payable as indicated by figure for pensions in force (table 4). This difference is due to cancellation of checks because of pensioner deaths reported to the Railroad Retirement Board after voucher for month's payment was sent to the Secretary of the Treasury.

<sup>8</sup> Total includes payments of \$1,183,541 made to temporary pensioners for 3 months before Oct. 1, 1937. These were carrier pensioners who on July 1, 1937, were eligible for employee annuities and could be paid pensions only until their annuities were awarded but not later than Oct. 1, 1937.

Source: Railroad Retirement Board.

available information on annuitants at an earlier date than is possible on the basis of certified claims. Figures based on applications, however, include applicants who may be declared ineligible either for any type of annuity or for the particular type of annuity claimed. Beginning with applications received in June 1939, certain additional data on the characteristics of applicants for annuities have been tabulated.

Practically all the applications for annuities received during June and July claimed credit for service prior to January 1, 1937, in accordance with the provision of the act granting such credit to employees meeting certain conditions. Of over 4,300 applications received in the 2 months, only 9 did not claim credit for prior service. On the other hand, 11.9 percent of the June applicants and 10.3 percent of the July applicants claimed no service subsequent to December 31, 1936, but based their claim entirely on prior service.

A total of 4.3 percent of the June and 6.1 percent of the July applicants had last worked or were

still working for an employer not covered by the Railroad Retirement Act, having ceased work for employers under the act and subsequently engaged in work for other employers. The number of such applicants is expected to increase in the future as persons who have left railroad service prior to reaching age 65 attain retirement age.

#### *Employee Registrations*

During the month of July, 21,080 new employee registrations were received by the Railroad Retirement Board, of which 16,479 already had social security account numbers outside the series reserved for the Railroad Retirement Board; the remainder received numbers in the Railroad Retirement Board series. During the month 1,519 account numbers were canceled because the employees were found to have duplicate numbers. The net addition to the number of accounts during July was thus 19,561. Total registrations to the end of July, minus cancellations, amounted to approximately 2,308,000.

**Table 4.—Railroad Retirement Board: Number of annuities and pensions in force and monthly amount payable at end of month, by class of payment, by 6-month intervals, December 1936–June 1938, and by months, July 1938–July 1939<sup>1</sup>**

Year and month	All annuities and pensions		Employee annuities <sup>2</sup>		Survivor annuities		Death-benefit annuities <sup>3</sup>		Permanent pensions	
	Number	Amount	Number	Amount	Number	Amount	Number	Amount	Number	Amount
December 1936.....	1,742	\$108,261	1,732	\$107,918	5	\$171	5	\$171	.....	.....
June 1937.....	7,223	446,614	6,870	433,047	115	4,651	238	8,916	.....	.....
December 1937.....	86,632	5,214,726	39,375	2,489,253	353	14,245	578	21,304	46,326	\$2,689,923
June 1938.....	108,240	6,708,316	62,870	4,097,616	807	31,489	649	24,232	43,914	2,554,978
1938										
July.....	110,713	6,882,878	65,612	4,280,625	897	34,701	649	24,021	43,555	2,834,530
August.....	113,680	7,082,345	68,829	4,504,803	974	37,005	643	23,950	43,234	2,516,496
September.....	116,412	7,290,034	71,706	4,695,265	1,114	41,419	689	25,481	42,903	2,497,867
October.....	118,993	7,426,695	74,543	4,878,648	1,196	43,814	655	23,911	42,599	2,480,319
November.....	121,741	7,595,263	77,445	5,060,257	1,310	47,026	715	25,893	42,271	2,462,085
December.....	123,630	7,717,077	79,624	5,200,252	1,372	48,730	703	25,547	41,931	2,442,546
1939										
January.....	125,107	7,812,654	81,452	5,317,101	1,432	50,546	696	25,222	41,527	2,419,784
February.....	126,791	7,927,129	83,522	5,455,021	1,482	51,990	695	25,103	41,092	2,395,013
March.....	128,445	8,035,057	85,473	5,582,687	1,580	54,887	742	26,816	40,650	2,370,695
April.....	129,779	8,124,472	87,132	5,692,229	1,652	57,150	745	26,900	40,250	2,348,182
May.....	131,062	8,211,567	88,734	5,799,982	1,712	58,978	757	27,006	39,859	2,325,599
June.....	132,239	8,290,476	90,185	5,896,101	1,783	61,239	771	27,384	39,600	2,305,770
July.....	133,272	8,363,866	91,488	5,986,408	1,836	62,853	764	27,095	39,184	2,287,509

<sup>1</sup> Figures based on month in which annuity was first certified, not retroactive to month for which it accrued. Cents omitted for all amounts. For monthly figures for fiscal years 1936-37 and 1937-38, see the *Bulletin*, July 1939, p. 10, table 4.

<sup>2</sup> Employee annuities include age and disability annuities. In-force figures here include not only finally certified annuities but also (1) "annuities subject to recertification," constituting about 25 percent of initial certifications during past fiscal year, initially certified on basis of detailed check of only part of relevant service and compensation records or of all available service and compensation records but lacking some other element for final certification; (2) a small and decreasing proportion of "temporary partial annuities" certified on basis of summary report of service and compensation

but not verified from month-to-month service and compensation records; and (3) a small and decreasing proportion of temporary annuities to former carrier pensioners. See the *Bulletin*, July 1939, pp. 14-17. When amount of annuity is increased by recertification, changed amount is reflected in month of recertification, not retroactively to months for which back payment is made.

<sup>3</sup> In a few cases payments are made to more than 1 person on account of the death of a single individual. Such payments are here counted as single items.

Source: Railroad Retirement Board.

**Table 5.—Railroad Retirement Board: Applications for employee annuities; number and monthly amount payable of new certifications, terminations by death and net adjustments; and number in force and amount payable at end of month, by fiscal years, 1936-40, and by months, July 1938-July 1939<sup>1</sup>**

Fiscal year and month <sup>2</sup>	Appli-cations received <sup>3</sup>	New certifications <sup>4</sup>		Terminations by death		Net adjustments <sup>5</sup>		In force at end of period <sup>6</sup>	
		Number	Amount	Number	Amount	Number	Amount	Number	Amount
Cumulative through July 1939.....	136,040	102,480	\$6,266,832	10,726	\$686,581	-283	\$405,521	91,471	\$5,985,772
Total, 1936-37.....	27,929	7,158	445,235	284	17,414	-4	5,175	6,870	433,047
Total, 1937-38.....	52,895	58,682	3,612,542	2,815	177,693	-151	217,065	62,586	4,084,961
Total, 1938-39.....	28,440	34,813	2,004,809	7,093	456,935	-144	172,397	90,162	5,893,294
1938									
July.....	2,690	3,325	206,144	404	33,216	-27	21,857	65,390	4,279,748
August.....	2,846	3,767	232,647	476	31,962	-27	16,712	68,554	4,497,148
September.....	2,655	3,561	216,745	622	40,357	-22	15,743	71,571	4,086,271
October.....	2,684	3,443	206,961	575	37,103	-7	14,495	74,432	4,573,030
November.....	2,438	3,490	203,046	574	35,910	-3	15,036	77,345	5,055,868
December.....	2,068	2,838	167,137	623	38,820	-10	12,923	79,550	4,197,043
1939									
January.....	2,274	2,498	148,644	645	41,354	-5	10,406	81,398	5,314,890
February.....	2,059	2,716	164,562	642	41,546	1	15,128	83,473	5,452,974
March.....	2,385	2,638	155,832	648	41,033	-32	13,236	85,431	5,581,000
April.....	2,014	2,327	137,817	651	42,202	-7	14,269	87,100	5,090,914
May.....	1,984	2,210	133,077	578	37,078	-26	11,962	88,706	5,708,873
June.....	2,343	2,000	122,172	565	36,348	21	10,534	90,162	5,984,294
Total, 1939-40 to July 31.....	2,006	1,827	114,194	534	34,538	16	10,882	91,471	5,985,772
July.....	2,006	1,827	114,194	534	34,538	16	10,882	91,471	5,985,772

<sup>1</sup> Cents omitted for all amounts. See the *Bulletin*, July 1939, p. 14, table 6, for applications received, and p. 15, table 7, for other items, by months in fiscal years 1936-37 and 1937-38.

<sup>2</sup> Correction for a claim certified or terminated in error or for an incorrect amount is made in figures for month in which error is discovered and not for month in which error was made. To this extent, number and amount shown for any given month differ slightly from actual monthly activity.

<sup>3</sup> 24,770 applications were received prior to July 1, 1936. The difference between total applications and total certifications does not measure the active pending load, since applicants may be declared ineligible, may die prior to certification so that the employee annuity application is superseded by a survivor claim, or may submit applications prior to retirement. There are a few other minor ways in which claims may be disposed of without certification as an employee annuity. About 13,000 applicants for annuities have so far been declared ineligible.

<sup>4</sup> 24,770 applications were received prior to July 1, 1936. The difference between total applications and total certifications does not measure the active pending load, since applicants may be declared ineligible, may die prior to certification so that the employee annuity application is superseded by a survivor claim, or may submit applications prior to retirement. There are a few other minor ways in which claims may be disposed of without certification as an employee annuity. About 13,000 applicants for annuities have so far been declared ineligible.

<sup>5</sup> Excludes temporary annuities to former carrier pensioners, counted as applications and not as certifications until the amounts of their annuities are determined on basis of service records. For this reason, figures in force differ somewhat from those in table 4. For monthly figures on temporary annuities, see the *Bulletin*, July 1939, p. 17, table 9.

<sup>6</sup> Reinstatements of suspended annuities are added, while terminations for reasons other than death, including suspensions, returns to service, and commuted lump-sum annuity payments, are subtracted. Recertifications of employee annuities result in additions to amount payable but not to number of cases certified. For this reason, amount of adjustment bears no relation to net number of cases reported as adjusted. Net adjustment in amount is always positive because of preponderant effect of recertifications.

Source: Railroad Retirement Board.

**Table 6.—Railroad Retirement Board: Number and average actual monthly amount<sup>1</sup> payable on finally certified<sup>2</sup> employee annuities, by type of annuity, through June 30, 1938, and by months, April-July 1939**

Period	All annuities		Age annuities				Disability annuities			
	Number	Average actual annuity	65 and over		Under 65		Number	Average actual annuity	Number	Average actual annuity
			Number	Average actual annuity	Number	Average actual annuity				
Cumulative through June 1938.....	53,889	\$69.06	47,431	\$68.30	1,186	\$63.53	4,721	\$81.43	551	\$40.71
Total, April-June 1939.....	4,710	66.22	2,867	65.24	330	61.97	1,135	80.81	378	33.47
1939										
April.....	1,665	65.89	958	65.42	130	60.82	431	79.15	146	34.38
May.....	1,619	66.07	980	64.41	123	62.65	396	82.81	130	32.11
June.....	1,426	66.76	929	65.95	77	62.83	318	80.63	102	33.87
July.....	1,343	67.93	841	66.60	76	66.04	337	80.38	89	34.94

<sup>1</sup> For each annuity, the "normal annuity" is calculated from the annuity formula. See the *Bulletin*, July 1939, p. 4, footnote 4. For the majority of annuitants the normal annuity is the actual amount payable monthly. For age annuitants under 65 and disability annuitants with less than 30 years' credited service (a small but increasing percentage of annuitants), the normal annuity is reduced by 1/180 for each calendar month that the annuitant is under 65 years at time his annuity begins to accrue. If an annuitant elects an annuity for a surviving spouse (a small and decreasing proportion of annuitants), the actual amount payable to him during his lifetime is reduced

so that the combined actuarial value of the 2 annuities will be the same as the actuarial value of the single-life annuity to which he would otherwise be entitled. Actual average amount payable reflects these 2 types of reductions.

<sup>2</sup> Finally certified annuities in 1939 months are annuities originally certified on a final basis: cumulative figures through June 1938 include also those recertified on final basis by that date. See table 4, footnote 2. Figures for 1939 are preliminary.

Source: Railroad Retirement Board.

# FINANCIAL AND ECONOMIC DATA

BUREAU OF RESEARCH AND STATISTICS •

DIVISION OF OLD-AGE BENEFITS RESEARCH

THE FINANCIAL statistics in this section have been expanded to include data on the Federal retirement and unemployment insurance programs for railroad employees, thus making financial data on Federal security programs more comprehensive. Receipts and expenditures under the Railroad Retirement Act are shown as a separate item in table 2. The status of the railroad retirement account is shown in table 9 and the status of the newly constituted railroad unemployment insurance account in table 4.

## Appropriations and Expenditures

With the first month of the fiscal year appropriations for the activities of the Social Security

Board appear under the heading of the newly established Federal Security Agency. Table 1 presents data on the funds for all programs under the Social Security Act for the fiscal year 1939-40, appropriated in the Independent Offices Appropriation Act approved by the President on March 16, 1939, and in the Third Deficiency Appropriation Act approved August 9, 1939, together with appropriations and expenditures for the fiscal year 1938-39. Previous issues of the Bulletin show corresponding information for the fiscal years 1936-37 and 1937-38. The total of \$933.8 million for 1939-40 is the largest appropriation made under the act and is \$89.2 million or 10.6 percent greater than the expenditures for 1938-39.

Table 1.—*Federal appropriations and expenditures under the Social Security Act for the fiscal years 1938-39 and 1939-40*<sup>1</sup>

Item	Fiscal year 1938-39		Fiscal year 1939-40	
	Appropriations <sup>2</sup>	Expenditures to June 30, 1939 <sup>3</sup>	Appropriations <sup>2,4</sup>	Expenditures to July 31, 1939 <sup>5</sup>
Total	\$754,855,000.00	\$844,621,270.44	\$933,843,500.00	\$85,911,678.75
Administrative expenses	22,705,000.00	21,306,113.48	25,188,500.00	1,659,279.15
Federal Security Agency, Social Security Board: Salaries, expenses, and wage records	22,300,000.00	20,901,117.46	24,750,000.00	1,632,332.95
Department of Labor, Children's Bureau: Salaries and expenses	325,000.00	323,928.10	338,500.00	19,568.67
Department of Commerce, Bureau of the Census: Salaries and expenses	80,000.00	81,067.92	100,000.00	7,377.53
Grants to States	342,150,000.00	320,315,156.96	358,655,000.00	41,252,399.60
Federal Security Agency			340,000,000.00	40,573,471.65
Social Security Board	326,000,000.00	304,026,288.18	330,500,000.00	39,124,116.33
Old-age assistance	214,000,000.00	208,844,926.55	225,000,000.00	25,779,043.12
Aid to dependent children	45,000,000.00	31,013,158.72	45,000,000.00	3,817,243.79
Aid to the blind	8,000,000.00	5,303,912.75	8,000,000.00	759,366.49
Unemployment compensation administration	59,000,000.00	58,844,290.16	61,500,000.00	8,765,462.93
Public Health Service: Public-health work	8,000,000.00	8,005,731.30	9,500,000.00	1,449,355.32
Department of Labor, Children's Bureau	8,150,000.00	8,283,137.48	9,655,000.00	678,027.95
Maternal and child-health services	3,800,000.00	3,717,365.51	4,800,000.00	350,277.47
Services for crippled children	2,850,000.00	3,047,381.92	3,350,000.00	167,183.09
Child-welfare services	1,500,000.00	1,518,390.05	1,505,000.00	161,467.39
Transfers to old-age reserve account <sup>6</sup>	\$390,000,000.00	503,000,000.00	<sup>7</sup> 550,000,000.00	43,000,000.00

<sup>1</sup>Excludes some funds appropriated and expended under the Social Security Act because they are not separated from other Federal funds for similar purposes. Such is the case with funds for vocational rehabilitation for which \$104,650 was appropriated in 1938-39, and \$111,500 in 1939-40 for administration in the Office of Education of the Federal Security Agency (formerly in the Department of the Interior), and \$1.8 million in 1938-39 and \$1,938,000 in 1939-40 for grants to States. For administration and research in the U. S. Public Health Service, appropriations were \$1.6 million in 1938-39 and \$1,640,000 in 1939-40, in addition to grants to States shown in this table.

<sup>2</sup>Excludes unexpended balance of appropriations for previous fiscal year.

<sup>3</sup>Based on checks cashed and returned to the U. S. Treasury. Includes expenditures from reappropriated balance of appropriations for previous fiscal year.

<sup>4</sup>Includes additional appropriations made available by the Third Deficiency Appropriation Act, approved Aug. 9, 1939.

<sup>5</sup>Includes additional appropriations of \$9 million approved Mar. 15, 1939, and \$10 million approved May 2, 1939.

<sup>6</sup>Includes grants certified by the Social Security Board to States for employment service administration to meet requirements of unemployment compensation program.

<sup>7</sup>See table 3 for detailed statement of this account through July 1939.

<sup>8</sup>The 1940 Treasury Department Appropriation Act, approved May 8, 1939, appropriated \$580 million for transfer to the old-age reserve account of which \$30 million was made available during 1938-39, leaving \$550 million for transfer during 1939-40.

Source: U. S. Treasury Department, Office of the Commissioner of Accounts and Deposits (appropriations), Daily Statement of the U. S. Treasury (expenditures).

Expenditures in 1938-39 were 11.9 percent greater than corresponding appropriations, chiefly because of the use of the unexpended balance of previous appropriations for transfers to the old-age reserve account. Of the total appropriation for 1939-40, almost \$373.8 million is for the activities of the Federal Security Agency under the Social Security Act, which include grants to States made by the Social Security Board and the Public Health Service as well as the administrative expenses of the Board. Corresponding appropriations in 1938-39 amounted to \$356.3 million, of which \$332.9 million was expended.

Except for appropriations made for grants to States for aid to dependent children and to the

blind, both of which remained at the same level as last year, each item in the 1939-40 appropriation was increased above the corresponding appropriation for 1938-39. The amount available for transfer is \$550.0 million for 1939-40 as compared with \$503.0 million the previous year. Large increases occurred in the appropriations for grants to States by the Public Health Service for public-health work and by the Children's Bureau of the Department of Labor for maternal and child-health services. Current appropriations for grants to States made by the Social Security Board for old-age assistance and unemployment compensation administration are \$11.0 million and \$2.5 million more than the respective amounts

**Table 2.—Social security and railroad retirement receipts, expenditures, and issues and total Federal receipts, expenditures, and debt for the fiscal years 1935-40, and by months, July 1938-July 1939**

[In millions]

Fiscal year and month	General and special accounts												Trust accounts, etc. <sup>1</sup> , excess receipts (+) or expendi- tures (-)	Change in gen- eral fund bal- ance	Public debt			
	Receipts of Federal Government				Expenditures <sup>2</sup> of Federal Government				All other	Excess re- ceipts (+) or expendi- tures (-)	Total	Old- age re- serve ac- count	Unem- ploy- ment fund	Rail- retire- ment ac- count	All other			
	Total	Social secu- rity taxes <sup>3</sup>	Taxes under the Carriers Tax- ing Act	All other	Total	Ad- minis- trative expense and grants to States	Trans- fers to old- age re- serve ac- count	Ad- minis- trative ex- pense	Trans- fers to rail- road retire- ment ac- count									
<b>Total, 1935-36.</b>	\$4,116	.....	(?)	\$4,116	\$3,666	\$28	.....	(?)	.....	\$8,638	-\$4,550	+\$312	+\$840	\$33,779	.....	\$19	.....	\$33,760
<b>Total, 1936-37.</b>	5,294	\$252	(?)	5,042	8,442	183	\$265	\$1	.....	7,903	-3,149	+374	-128	36,425	\$267	312	.....	35,846
<b>Total, 1937-38.</b>	6,242	604	\$150	5,488	7,626	291	387	3	\$146	6,799	-1,384	+306	-338	37,165	662	872	\$66	35,565
<b>Total, 1938-39.</b>	5,668	631	109	4,928	9,210	342	503	3	107	8,255	-3,542	+800	+622	40,440	1,177	1,267	67	37,929
<b>1938</b>																		
July.....	311	31	(?)	280	762	40	38	(?)	22	660	-451	+325	-100	37,191	700	872	68	35,551
August.....	487	106	26	355	683	32	38	(?)	10	603	-196	-63	+144	37,593	733	954	70	35,836
September.....	711	3	(?)	708	751	10	33	(?)	12	696	-40	-41	+719	38,393	766	950	71	36,606
October.....	332	34	1	297	769	49	32	(?)	12	676	-437	-3	-409	38,423	798	936	73	36,616
November.....	382	103	26	253	677	28	32	(?)	17	600	-295	-6	-122	38,603	830	1,032	74	36,667
December.....	704	3	(?)	701	862	14	32	(?)	17	799	-158	-31	+636	39,427	862	1,064	76	37,425
<b>1939</b>																		
January.....	308	42	1	265	693	33	37	(?)	2	621	-385	+30	-151	39,631	894	1,074	77	37,886
February.....	417	154	27	236	662	26	50	(?)	0	586	-245	+428	+110	39,859	944	1,185	77	37,653
March.....	727	4	(?)	733	870	23	50	(?)	18	779	-133	+52	+46	39,985	994	1,185	77	37,729
April.....	268	30	(?)	208	785	37	55	(?)	0	693	-517	+93	-346	40,063	1,044	1,172	77	37,770
May.....	397	118	6	273	744	32	50	(?)	(?)	662	-348	+9	-119	40,282	1,094	1,280	67	37,841
June.....	613	4	21	588	951	17	56	(?)	(?)	878	-339	+95	-86	40,440	1,177	1,267	67	37,929
<b>Total, 1939-40 through July.</b>	308	35	1	272	807	41	43	(?)	22	701	-400	-113	-301	40,661	1,220	1,253	69	38,119
<b>July.....</b>	308	35	1	272	807	41	43	(?)	22	701	-400	-113	-301	40,661	1,220	1,253	69	38,119

<sup>1</sup> Titles VIII and IX (except sec. 904) of the Social Security Act were repealed and reenacted as ch. 9, subchs. A and C, respectively, of the Internal Revenue Code approved Feb. 10, 1939. Amendments to the Social Security Act, approved Aug. 10, 1939, permit citation of subchs. A and C as "Federal Insurance Contributions Act" and "Federal Unemployment Tax Act," respectively. These data from the Daily Statement of the U. S. Treasury differ from tax collections in table 5 which are based on warrants covered by the Bookkeeping and Warrants Division of the Treasury Department.

<sup>2</sup> Excludes public-debt retirement. Based on checks cashed and returned to the U. S. Treasury.

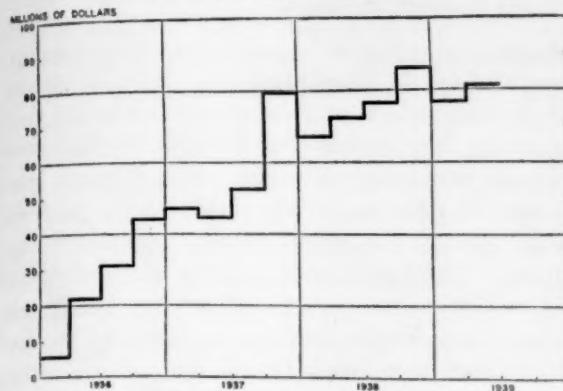
<sup>3</sup> Less than \$500,000.

<sup>4</sup> Include all trust accounts, increment resulting from reduction in weight of the gold dollar, expenditures chargeable against increment on gold (other than retirement of national bank notes), and receipts from seigniorage.

Source: Compiled from data in the Daily Statement of the U. S. Treasury

**Chart I.—Grants to States under the Social Security Act, by quarters, January 1936-June 1939**

[Titles I, III, IV, V, VI, and X]



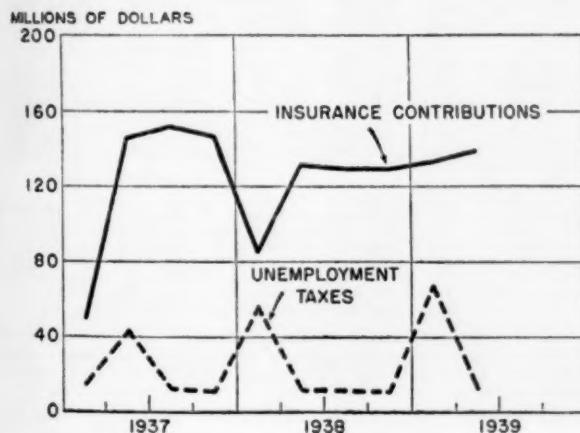
Source: Daily Statement of the U. S. Treasury.

appropriated for 1938-39. The quarterly grants are shown in chart I. The steady upward climb of the first years shows signs of leveling off somewhat in 1939.

#### Current Financial Operations

During July 1939 total social security tax receipts amounted to \$35 million, or 11.4 percent of the total Federal receipts of \$308 million. An examination of the monthly social security tax receipts and total Federal receipts for the last 2 fiscal years indicates a different seasonal pattern for the two series. The months of highest total receipts for the Federal Government were March, June, September, and December, the quarterly payment periods for income tax. In the same

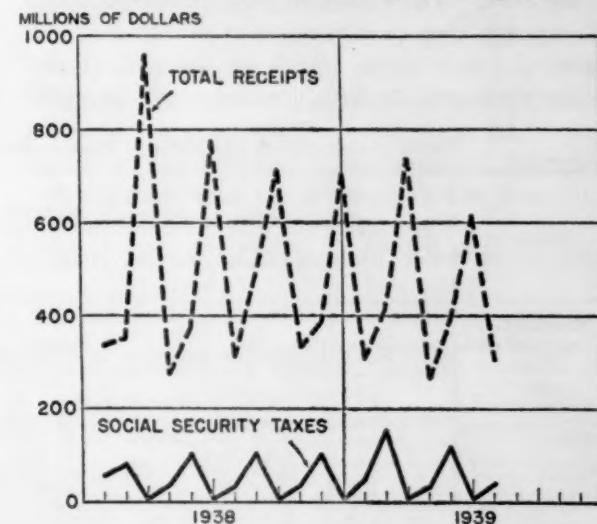
**Chart II.—Federal insurance contributions and Federal unemployment taxes, by quarters, January 1937-June 1939**



months social security tax receipts were almost negligible, since the bulk of the quarterly payments was received in February, May, August, and November.

In table 2 are shown total receipts and expenditures of the Federal Government, together with receipts and expenditures under the Social Security and Railroad Retirement Acts and all other Federal receipts and expenditures combined. Corresponding monthly statistics for 1937-38 are shown in previous issues of the Bulletin except that the financial statements of operation under the Railroad Retirement Acts are not listed separately.

**Chart III.—Social security taxes and total Federal receipts, by months, January 1938-July 1939**



Total Federal receipts declined 9.2 percent from \$6,242 million in 1937-38 to \$5,668 million in 1938-39, while social security taxes rose 4.5 percent, from \$604 million to \$631 million. Social security tax receipts amounted to 9.7 percent of the total receipts for 1937-38 and 11.1 percent of the total in 1938-39.

Monthly social security tax collections must be compared in each case with the corresponding months in other quarters. When they are so compared and when quarterly figures are charted as in chart II it is evident that tax collections show a marked increase over a year ago. If the past 3 months are contrasted with the same months in 1938 there is an increase of approximately 11 percent. This coincides with a noticeable expansion in production and in employment. When the period during which these taxes will have been

levied extends over several years, they will help to confirm estimates of changes in industrial activity.

Expenditures under the Social Security Act for July totaled \$84 million, over half of which was transfers to the old-age reserve account. Receipts during July 1939 under the Carriers Taxing Act amounted to only \$696,000 since payments are due quarterly. Practically all the expenditures under the Railroad Retirement Act during the month were transfers to the railroad retirement account. The expenditures under the two acts were considerably in excess of their collections for the month and amounted to 13.1 percent of the \$807 million expended by the Federal Government during July. The excess of \$499 million of Federal expenditures over receipts is reflected in the increased public debt, which at the end of the month amounted to \$40.7 billion. Of the total

debt, the social security funds held 6.1 percent and the railroad retirement account 0.17 percent.

#### Old-Age Reserve Account

Operations of the old-age reserve account through July 31, including the current fiscal year appropriation and transfers made to the account in July, are shown in table 3. For the first time this table shows monthly data on the unexpended balance to the credit of the appropriation and the amount of total assets in the account. The 1940 Treasury Department Appropriation Act appropriated \$580 million for transfers to the old-age reserve account, of which \$30 million was made available in 1938-39. Hence on July 1 of the current fiscal year the appropriation available for transfer to the account amounted to \$550 million. During the month \$43 million was transferred from the appropri-

Table 3.—Status of the old-age reserve account, by months, January 1937-July 1939

Month	Appropriation <sup>1</sup>	Transfers from appropriation to account	Interest received by account	3-percent special Treasury notes acquired	Deposits with disbursing officer for benefit payments	Collections of improper payments <sup>2</sup>	Benefit payments	Cash with disbursing officer at end of month	Unexpended balance in appropriation	Total assets
<b>Cumulative through July 1939</b>	\$1,705,000,000	\$1,198,000,000	\$44,625,099	\$1,220,200,000	\$22,361,811	\$3,250	\$20,749,461	\$1,609,100	\$507,066,537	\$1,728,875,638
1937										
January	265,000,000	45,000,000	—	45,000,000	0	—	0	0	220,000,000	265,000,000
February	—	45,100,000	—	45,000,000	100,000	—	0	100,000	174,900,000	295,000,000
March	—	45,000,000	—	45,000,000	0	—	0	100,000	129,900,000	265,000,000
April	—	45,000,000	—	45,000,000	0	—	230	99,770	84,900,000	264,999,770
May	—	45,000,000	—	45,000,000	0	—	7,065	92,705	39,900,000	264,992,703
June	—	39,900,000	—	42,100,000	0	—	19,674	73,031	61,811	267,234,842
July	500,000,000	42,000,000	(?)	41,000,000	1,061,811	46,357	1,058,485	458,000,000	767,188,488	—
August	—	41,000,000	—	41,000,000	0	—	108,081	980,404	417,000,000	767,080,404
September	—	41,000,000	—	41,000,000	0	—	99,472	880,932	376,000,000	766,980,932
October	—	41,000,000	—	41,000,000	0	—	169,349	711,583	335,000,000	766,811,583
November	—	41,000,000	—	41,000,000	0	—	263,973	447,610	294,000,000	766,547,610
December	—	43,000,000	—	41,000,000	2,000,000	—	302,275	2,145,335	251,000,000	766,245,335
1938										
January	—	41,000,000	—	41,000,000	0	—	581,005	1,564,330	210,000,000	765,664,330
February	—	41,000,000	—	41,000,000	0	—	602,216	962,115	169,000,000	765,062,115
March	—	43,000,000	—	41,000,000	2,000,000	—	736,133	2,225,982	126,000,000	764,825,982
April	—	10,800,000	—	10,800,000	0	23	841,022	1,384,930	115,200,023	763,484,930
May	—	2,200,000	—	0	2,200,000	79	823,297	2,761,560	113,100,102	762,661,662
June	—	0	15,412,233	15,400,000	0	57	830,883	1,930,620	113,012,391	777,243,013
July	360,000,000	38,000,000	—	38,000,000	0	134	779,513	1,150,973	435,012,525	1,136,463,499
August	—	38,000,000	—	33,000,000	5,000,000	267	826,495	5,324,495	397,012,792	1,135,637,000
September	—	33,000,000	—	33,000,000	0	547	853,255	4,470,409	364,013,339	1,134,783,748
October	—	32,000,000	—	32,000,000	0	82	1,073,918	3,396,410	332,013,421	1,133,709,831
November	—	32,000,000	—	32,000,000	0	215	1,023,045	2,373,349	300,013,636	1,132,686,785
December	—	32,000,000	—	32,000,000	0	219	1,077,369	1,295,561	268,013,855	1,131,609,416
1939										
January	—	37,000,000	—	32,000,000	5,000,000	247	1,121,312	5,174,002	231,014,102	1,130,488,104
February	—	50,000,000	—	50,000,000	0	81	1,155,340	4,018,582	181,014,182	1,129,332,764
March	—	50,000,000	—	50,000,000	0	90	1,443,529	2,574,963	131,014,272	1,127,889,235
April	—	55,000,000	—	50,000,000	5,000,000	204	1,382,953	6,191,806	76,014,476	1,126,506,282
May	—	30,000,000	50,000,000	50,000,000	0	266	1,677,193	4,514,348	56,014,742	1,154,829,089
June	—	56,000,000	26,951,055	82,900,000	0	325	1,477,661	3,036,361	66,122	1,180,302,483
July	550,000,000	43,000,000	—	43,000,000	0	416	1,426,846	1,609,100	507,066,537	1,728,875,638

<sup>1</sup> \$30 million authorized in the 1940 Treasury Department Appropriation Act approved May 6, 1939, was made available in May for the fiscal year 1938-39.

<sup>2</sup> Collections of improper payments made to claimants have been transferred to appropriation balance.

<sup>3</sup> \$61,811 of interest earned during first 6 months of 1937 was held as an appropriation balance until July 1937, at which time it was transferred to disbursing officer.

Source: Compiled from data in the Daily Statement of the U. S. Treasury.

tion to the old-age reserve account and invested in 3-percent special Treasury notes. The total investments on July 31 were slightly more than \$1,220 million. Lump-sum payments during July amounted to \$1.43 million, slightly less than the June payments of \$1.48 million.

#### **Unemployment Trust Fund**

A new tabulation based on the Daily Statement of the United States Treasury indicating the monthly changes in the status of the unemployment trust fund and its total assets is presented in table 4. Beginning with this issue, the monthly table showing the status of the unemployment trust fund by States will appear in the Employment Security section of the Bulletin. (See p. 46, table 9.) Beginning July 1, 1939, the unemployment trust fund maintains separate accounts for the moneys deposited by State agencies and by the Railroad Retirement Board.

The Railroad Unemployment Insurance Act, approved June 25, 1938, creates a national pooled-

fund system of unemployment insurance for the railroad industry to parallel the separate retirement system for substantially the same workers. Contributions and benefits are payable on and after July 1, 1939, as of which date the employers and employees under the act are exempted from title IX of the Social Security Act and State unemployment compensation laws. The act provides for contributions payable quarterly, equal to 3 percent of the compensation payable by employers to employees, excluding any amount in excess of \$300 per month payable to an employee. Ninety percent of the contributions collected by the Railroad Retirement Board are to be deposited by the Board to the credit of the railroad unemployment insurance account.

The balance of the contributions collected is to be deposited to the credit of the railroad unemployment insurance administration fund which is not a part of the unemployment trust fund. Section 10 of the Railroad Unemployment Insurance Act provides that the unemployment trust fund

**Table 4.—Status of the unemployment trust fund,<sup>1</sup> by fiscal years, 1935-40, and by months, July 1938-July 1939**

Fiscal year or month	Total assets (at end of period)	Certificates of indebtedness acquired <sup>2</sup>	Unexpended balance (at end of period)	State accounts				Railroad unemployment insurance account				
				Deposits	Interest credited	Withdrawals	Balance (at end of period)	Advances from appropriation <sup>3</sup>	Transfers from State accounts	Deposits	Benefit payments	Balance (at end of period)
Total, 1935-36.....	\$18,949	\$18,909	\$40	\$18,858	\$92	-----	\$18,949	-----	-----	-----	-----	-----
Total, 1936-37.....	312,389	293,386	94	291,703	2,737	\$1,000	312,389	-----	-----	-----	-----	-----
Total, 1937-38.....	884,247	559,705	12,247	747,660	15,172	100,075	884,247	-----	-----	-----	-----	-----
Total, 1938-39.....	1,280,539	395,000	13,539	811,251	26,837	441,795	1,280,539	-----	-----	-----	-----	-----
1938												
July.....	883,763	0	11,763	35,486	0	35,970	883,763	-----	-----	-----	-----	-----
August.....	962,382	82,000	8,382	131,334	0	52,715	962,382	-----	-----	-----	-----	-----
September.....	957,739	-4,000	7,739	35,372	30	40,045	957,739	-----	-----	-----	-----	-----
October.....	956,167	-14,000	20,167	35,020	103	39,695	956,167	-----	-----	-----	-----	-----
November.....	1,054,796	96,000	22,796	125,069	0	26,440	1,054,796	-----	-----	-----	-----	-----
December.....	1,072,283	32,000	8,283	36,922	0	19,435	1,072,283	-----	-----	-----	-----	-----
1939												
January.....	1,089,553	10,000	15,563	38,740	11,858	33,318	1,089,553	-----	-----	-----	-----	-----
February.....	1,201,885	111,000	16,885	148,330	0	36,008	1,201,885	-----	-----	-----	-----	-----
March.....	1,192,019	0	7,019	33,964	74	43,905	1,192,019	-----	-----	-----	-----	-----
April.....	1,184,600	-13,000	12,600	33,523	88	41,030	1,184,600	-----	-----	-----	-----	-----
May.....	1,289,600	108,000	9,600	137,081	0	32,081	1,289,600	-----	-----	-----	-----	-----
June.....	1,280,539	-13,000	13,539	17,409	14,683	41,153	1,280,539	-----	-----	-----	-----	-----
Total, 1939-40 through July.....	1,296,804	-14,000	43,804	42,648	15	41,581	1,281,620	\$15,000	*\$253	-----	\$69	\$15,184
July.....	1,296,804	-14,000	43,804	42,648	15	41,581	1,281,620	15,000	*253	-----	69	15,184

<sup>1</sup> Beginning July 1939 the unemployment trust fund contains a separate book account for the railroad unemployment insurance account in which are held moneys deposited by the Railroad Retirement Board and from which the Secretary of the Treasury makes such unemployment benefit payments as are certified by the Railroad Retirement Board. The trust fund continues as heretofore the separate accounts for each State agency in which are held all moneys deposited by State agencies from State unemployment funds and from which State agencies withdraw amounts as required for benefit payments.

<sup>2</sup> Minus figures represent sale of certificates.

<sup>3</sup> Advanced to railroad unemployment insurance account, pursuant to sec. 10 (d) of the Railroad Unemployment Insurance Act of June 25, 1938. Such amounts advanced to be repaid on or before Jan. 1, 1941.

<sup>4</sup> The sum of \$253,000, on behalf of the State of Connecticut, was certified by the Social Security Board to the Secretary of the Treasury for payment into the railroad unemployment insurance account in accordance with sec. 13 of the Railroad Unemployment Insurance Act. See table 8, footnote 7.

Source: Daily Statement of the U. S. Treasury.

"shall be invested as a single fund, but the Secretary of the Treasury shall maintain a separate book account for each State agency and the railroad unemployment insurance account and shall credit quarterly on March 31, June 30, September 30, and December 31, of each year, to each

account, on the basis of the average daily balance of each account, a proportionate part of the earnings of the fund for the quarter ending on such date."

During July 1939, the railroad unemployment insurance account received \$15.0 million advanced

**Table 5.—Federal insurance contributions and Federal unemployment tax collections,<sup>1</sup> by internal revenue collection districts, for the fiscal years 1938-39 and 1939-40, and cumulative to July 31, 1939**

[In thousands]

Internal revenue collection district in-	Collections in fiscal year 1938-39			Collections in fiscal year 1939-40 through July 1939			Cumulative collections through July 1939		
	Total	Insurance contributions <sup>1,2</sup>	Unemployment taxes <sup>1,3</sup>	Total	Insurance contributions <sup>1,2</sup>	Unemployment taxes <sup>1,3</sup>	Total	Insurance contributions <sup>1,2</sup>	Unemployment taxes <sup>1,3</sup>
Total	\$630,202.2	\$529,443.0	\$100,759.2	\$36,146.2	\$33,579.0	\$2,567.3	\$1,523,207.6	\$1,271,913.9	\$261,204.6
Alabama	4,533.0	3,827.7	705.4	292.3	260.1	32.2	10,623.3	9,154.5	1,468.7
Arizona	1,028.3	902.9	125.4	86.0	81.5	4.5	2,515.5	2,249.8	263.7
Arkansas	1,700.8	1,497.8	203.0	102.6	99.6	3.0	4,358.1	3,479.5	878.7
California (2 districts)	39,453.9	34,317.7	5,136.2	1,213.9	1,149.1	64.8	88,684.6	77,860.3	10,824.1
Colorado	3,721.8	3,222.7	499.2	242.4	228.5	13.8	8,753.1	7,697.6	1,054.5
Connecticut	12,153.2	10,321.6	1,831.6	717.5	656.3	61.2	29,124.6	25,100.3	4,024.3
Delaware	3,320.1	2,781.2	538.9	133.6	120.1	13.5	8,460.4	6,871.4	1,586.0
Florida	4,478.0	3,911.1	566.9	313.5	283.2	30.3	11,180.4	8,880.5	2,268.8
Georgia	6,285.9	5,285.1	1,000.8	328.1	315.0	13.1	15,981.2	12,249.6	3,731.0
Hawaii	1,329.6	1,154.5	175.1	15.3	13.8	1.5	3,250.3	2,523.1	727.3
Idaho	1,079.9	953.9	125.9	137.1	135.6	1.5	2,671.6	2,394.2	274.4
Illinois (2 districts)	58,142.8	40,120.3	9,022.5	3,157.1	2,833.4	323.6	154,596.3	118,769.9	35,824.4
Indiana	11,051.7	9,527.7	1,523.9	1,332.2	1,285.1	47.2	26,556.7	23,372.5	3,184.2
Iowa	5,812.4	5,038.7	773.7	618.0	601.7	16.3	13,394.1	11,796.1	1,597.0
Kansas	3,130.6	2,566.8	563.8	319.4	304.4	15.0	8,382.6	6,234.1	2,148.1
Kentucky	5,024.0	4,056.6	967.4	425.9	333.8	92.1	11,845.5	9,723.9	2,121.8
Louisiana	4,816.4	4,128.6	687.7	354.8	348.7	6.2	10,915.1	9,531.4	1,383.0
Maine	2,568.5	2,231.0	337.5	151.4	147.8	3.6	5,951.8	5,203.7	688.1
Maryland (including District of Columbia)	11,643.3	9,620.7	2,022.6	945.0	910.1	34.9	27,116.1	22,765.9	4,380.2
Massachusetts	28,368.9	24,174.1	4,194.8	1,496.8	1,479.2	17.6	66,829.3	57,801.7	8,637.7
Michigan	35,051.3	29,840.5	5,210.9	1,404.2	1,322.7	81.5	87,525.6	76,538.7	10,986.9
Minnesota	9,672.4	8,152.1	1,520.2	411.6	372.4	39.2	22,786.0	18,929.8	3,881.1
Mississippi	1,519.4	1,340.5	178.9	110.2	108.5	1.7	3,465.0	3,108.6	354.4
Missouri (2 districts)	17,204.4	14,436.7	2,767.7	1,173.4	1,027.0	146.4	45,005.7	33,960.3	11,045.3
Montana	1,147.1	1,010.6	136.4	79.3	73.0	6.3	2,944.8	2,364.6	588.1
Nebraska	3,165.3	2,616.3	549.0	281.2	269.1	12.1	8,295.2	6,153.0	2,142.1
Nevada	444.9	350.8	94.0	33.5	32.9	.6	1,585.7	1,256.3	328.4
New Hampshire	1,773.7	1,558.3	215.5	173.3	164.2	9.2	4,067.4	3,638.2	429.3
New Jersey (2 districts)	22,784.9	19,593.8	3,191.2	885.5	815.9	69.6	52,094.6	45,393.0	6,701.6
New Mexico	649.7	577.9	71.8	61.5	59.8	1.7	1,518.0	1,381.7	134.1
New York (6 districts)	147,056.6	117,107.3	29,949.3	6,915.6	6,162.2	753.4	346,857.3	276,248.6	70,608.7
North Carolina	7,513.7	6,484.3	1,029.4	461.9	436.6	25.4	17,224.6	15,058.8	2,165.8
North Dakota	572.6	511.5	61.1	80.9	79.5	1.4	1,438.7	1,203.1	238.0
Ohio (4 districts)	40,008.2	34,120.7	5,887.4	3,268.1	3,052.8	215.3	99,866.8	86,800.6	12,068.2
Oklahoma	5,948.8	5,185.5	763.3	359.9	323.7	36.2	14,109.6	12,341.9	1,767.6
Oregon	4,099.1	3,557.0	542.1	295.0	282.3	12.7	9,494.3	8,337.6	1,157.1
Pennsylvania (3 districts)	58,092.2	49,604.2	8,457.9	3,390.4	3,281.0	129.4	142,566.9	124,392.1	18,174.8
Rhode Island	4,184.6	3,613.0	571.6	251.3	223.5	27.8	10,030.2	9,149.3	880.9
South Carolina	2,954.6	2,558.4	396.1	140.2	112.7	27.5	6,902.3	6,178.8	723.5
South Dakota	622.2	562.7	59.5	54.6	52.6	2.0	1,446.0	1,350.4	95.6
Tennessee	5,782.3	4,935.9	846.4	325.9	309.8	16.1	13,431.2	11,568.9	1,962.3
Texas (2 districts)	15,499.0	13,016.9	2,482.0	1,365.2	1,308.5	56.7	35,573.5	30,968.9	4,604.8
Utah	1,465.5	1,283.6	181.8	91.5	90.9	.6	3,462.7	3,067.9	394.9
Vermont	1,033.0	891.5	141.5	77.2	72.6	4.6	2,450.6	2,151.3	290.3
Virginia	6,454.7	5,447.2	1,007.5	369.7	349.1	20.6	14,436.0	12,304.6	2,131.4
Washington (including Alaska)	7,343.0	6,357.6	985.4	348.1	329.6	18.5	18,902.3	14,808.1	4,084.2
West Virginia	5,283.5	4,593.0	690.6	322.4	317.3	5.1	12,763.3	11,323.9	1,459.4
Wisconsin	12,666.8	10,695.0	1,671.8	966.6	918.2	48.3	30,284.6	26,911.1	3,373.8
Wyoming	565.6	499.3	66.4	64.9	63.7	1.2	1,488.0	1,213.8	274.1

<sup>1</sup> Titles VIII and IX (except sec. 904) of the Social Security Act were repealed and reenacted as ch. 9, subchs. A and C, respectively, of the Internal Revenue Code approved Feb. 10, 1939. Amendments to the Social Security Act, approved Aug. 10, 1939, permit citation of subchs. A and C as "Federal Insurance Contributions Act" and "Federal Unemployment Tax Act," respectively. Data are based on warrants covered by the Bookkeeping and Warrants Division of the Treasury Department and therefore differ slightly from the tax receipts in table 2, which are based on the Daily Statement of the U. S. Treasury. The amounts listed in this table represent collections made in the internal revenue collection districts in the respective States and covered into the U. S. Treasury. The amount received by a particular district does not necessarily represent taxes paid with respect to employment within the State in which that district is located.

<sup>2</sup> Taxes effective Jan. 1, 1937, based on wages for employment as defined in ch. 9, subch. A, sec. 1426 of the Internal Revenue Code, payable by both employer and employee.

<sup>3</sup> Taxes effective Jan. 1, 1936, based on wages for employment as defined in ch. 9, subch. C, sec. 1607 of the Internal Revenue Code, payable by employers only. The amounts here recorded represent taxes paid after deduction of credits for amounts paid into State unemployment funds. During part of period prior to fiscal year 1938-39 employers were not able to claim credit in States in which the unemployment compensation law had not yet been certified by the Social Security Board.

Source: U. S. Treasury Department, Office of the Commissioner of Accounts and Deposits.

to it from appropriations as provided by section 10(d) of the Railroad Unemployment Insurance Act, which is to be repaid on or before January 1,

1941. During the month \$253,000, which represented certification by the Social Security Board to the Secretary of the Treasury under section

**Table 6.—Federal grants to States under the Social Security Act: Checks issued by the Treasury Department in the fiscal years 1938-39 and 1939-40<sup>1</sup>**

[In thousands]

State	Fiscal year 1938-39, total grants	Total grants	Fiscal year 1939-40 to July 31, 1939								
			Federal Security Agency				Department of Labor				
			Social Security Board			United States Public Health Service	Children's Bureau				
			Old-age assistance	Aid to dependent children	Aid to the blind	Unemploy- ment com- pensation administra- tion <sup>2</sup>	Public- health work	Maternal and child- health services	Services for crippled children	Child- welfare services	
Total, all participating States	\$321,985.3	\$43,052.7	\$24,370.2	\$3,211.7	\$602.1	\$11,952.6	\$1,582.4	\$625.5	\$359.1	\$289.0	
Alabama	2,308.1	367.1	88.7	18.1	.6	152.4	61.8	23.7	19.4	2.5	
Alaska	304.5	55.8	17.7	(1)	(1)	13.0	9.0	10.8	3.0	2.3	
Arizona	2,017.7	183.7	102.8	31.7	4.3	0	13.8	19.0	6.2	6.0	
Arkansas	1,618.9	200.3	73.5	16.7	3.3	101.5	39.2	16.7	0	9.5	
California	27,847.0	5,239.4	3,861.7	252.1	205.2	855.5	54.2	0	0	10.7	
Colorado	7,214.4	1,305.7	1,051.4	115.2	18.2	91.9	0	10.9	14.3	3.7	
Connecticut	3,824.9	809.4	437.1	(1)	4.3	337.2	22.7	0	3.7	4.5	
Delaware	525.4	83.4	15.8	5.6	(1)	43.3	7.5	7.6	0	3.7	
District of Columbia	1,267.9	325.4	131.9	42.8	8.9	126.7	12.9	0	0	2.2	
Florida	3,929.9	698.3	420.5	46.6	28.4	152.6	34.5	13.5	0	2.2	
Georgia	3,314.0	336.3	165.5	44.4	8.1	0	61.5	29.0	17.8	10.0	
Hawaii	332.9	118.7	22.1	26.1	.9	37.4	14.6	10.1	4.0	3.5	
Idaho	2,015.1	225.3	94.5	20.2	3.4	69.3	13.9	7.5	7.0	3.6	
Illinois	15,678.9	3,742.0	2,767.6	(1)	(1)	910.2	51.7	0	0	12.4	
Indiana	10,072.8	1,302.0	612.9	169.5	26.4	496.5	44.7	15.8	14.5	11.8	
Iowa	7,899.8	760.5	823.9	(1)	0	177.6	37.8	12.9	11.9	5.6	
Kansas	4,323.9	497.9	238.7	60.0	11.6	117.8	30.0	30.2	.3	9.3	
Kentucky	3,269.1	454.5	198.9	(1)	(1)	153.5	54.2	19.0	20.0	8.9	
Louisiana	4,321.6	452.5	164.2	97.2	6.1	126.6	38.5	19.9	0	(4)	
Maine	2,713.7	320.8	135.0	16.8	15.0	122.9	15.6	12.7	2.9	0	
Maryland	4,280.9	539.6	142.2	100.5	7.5	231.9	28.5	12.8	9.5	6.6	
Massachusetts	19,177.3	2,110.3	1,163.8	140.1	13.9	724.5	56.3	0	10.3	1.5	
Michigan	13,690.3	2,746.6	1,444.4	282.2	20.1	911.6	66.5	21.7	0	0	
Minnesota	11,253.7	1,128.7	740.3	82.9	10.7	213.7	42.4	16.9	14.0	7.7	
Mississippi	1,575.9	256.2	78.2	(1)	2.2	92.5	45.5	17.2	7.5	13.0	
Missouri	10,860.5	1,272.0	787.0	75.4	(1)	373.8	0	0	25.0	10.8	
Montana	2,208.3	256.7	117.5	22.7	1.7	89.8	9.1	12.2	(4)	3.7	
Nebraska	4,091.6	385.6	215.8	42.9	6.9	97.7	17.1	0	0	5.2	
Nevada	566.1	102.9	55.4	(1)	(1)	38.5	7.0	0	0	2.0	
New Hampshire	1,104.9	232.2	108.5	12.8	7.0	78.1	11.8	7.5	3.0	3.6	
New Jersey	6,862.1	1,412.0	616.1	227.0	15.0	477.4	34.5	16.0	26.1	0	
New Mexico	839.2	112.0	24.1	13.6	1.6	37.7	17.9	13.4	0	3.6	
New York	30,902.8	3,092.7	1,316.2	400.1	32.8	1,182.2	94.0	41.5	23.6	2.3	
North Carolina	4,553.0	670.5	196.0	48.8	16.9	263.3	76.9	28.9	27.8	11.9	
North Dakota	1,456.1	190.8	76.3	21.8	1.2	47.8	17.4	9.5	12.1	4.7	
Ohio	19,589.5	1,858.0	1,414.1	228.2	72.9	65.0	65.3	0	0	12.6	
Oklahoma	9,465.1	969.0	641.7	76.3	18.1	170.0	23.7	18.2	21.0	0	
Oregon	3,655.3	433.7	236.5	27.9	7.1	133.7	0	15.0	13.8	4.7	
Pennsylvania	22,221.6	992.1	0	0	(1)	918.2	66.9	0	0	7.0	
Rhode Island	1,808.7	259.5	65.8	15.4	(1)	180.8	13.4	8.5	2.3	3.3	
South Carolina	2,340.9	452.8	205.7	42.1	9.7	105.6	57.7	23.5	0	8.4	
South Dakota	2,531.8	165.6	134.2	(1)	2.2	0	12.2	11.8	0	5.2	
Tennessee	4,083.8	467.2	176.5	67.3	9.6	141.7	52.8	0	12.7	6.6	
Texas	11,843.9	2,185.7	1,771.7	(1)	(1)	348.6	51.4	0	0	14.0	
Utah	2,756.4	289.9	154.0	34.2	2.7	63.0	15.0	9.2	6.0	5.6	
Vermont	877.9	123.2	44.5	0	0	50.0	11.3	12.0	4.6	.9	
Virginia	1,954.7	447.5	108.2	30.2	6.3	225.4	50.1	17.5	0	9.7	
Washington	7,352.7	780.8	460.4	59.3	17.1	225.3	12.5	0	0	6.1	
West Virginia	3,551.8	332.1	134.2	55.8	7.5	84.8	.2	30.7	12.5	6.4	
Wisconsin	8,797.1	1,031.0	575.6	126.4	24.3	276.9	0	18.3	0	5.5	
Wyoming	729.7	112.6	41.2	8.8	2.4	47.0	6.8	4.2	2.2	(4)	

<sup>1</sup> Excludes Federal funds for vocational rehabilitation under title V, pt. 4, which are not segregated from other Federal funds provided for similar purposes. For any given period, amounts in this table may differ from those in tables 7 and 8, since amounts certified by the Board are attributed to quarter for which they were provided. The Board may certify amounts to be granted for current period of operation, for future periods, or for prior periods in which programs approved by the Board were in effect. Payments, therefore, are not necessarily made within period for which funds are certified.

<sup>2</sup> Includes grants certified by the Social Security Board to States for employ-

ment service administration to meet requirements of unemployment compensation program; as of July 31, 1939, such grants had been made to all 51 jurisdictions.

<sup>3</sup> No plan approved by the Social Security Board.

<sup>4</sup> No plan approved by the Chief of the U. S. Children's Bureau.

Source: Compiled from data furnished by the U. S. Treasury Department, Office of the Commissioner of Accounts and Deposits.

13 (d) and (f) of the act, was also credited to the account. Section 13 provides for authorization by States for the transfer to the railroad unemployment insurance account from State unemployment compensation accounts of a portion of the contributions collected by States from railroad employers and employees with respect to employment prior to July 1, 1939. If the State fails to authorize such transfers, the act provides that the Social

Security Board certify to the Secretary of the Treasury for credit to the railroad unemployment insurance account funds that would normally have been certified to the State for administrative expenses of the State. In such cases the State withdraws funds for administrative expenses from its account in the unemployment trust fund. During July \$69,000 was withdrawn for railroad unemployment benefit payments and on July 31 the

**Table 7.—Federal grants to States for public assistance: Advances authorized and certified<sup>1</sup> by the Social Security Board to the Secretary of the Treasury for the fiscal year 1938-39 and the first quarter of the fiscal year 1939-40, as of Aug. 31, 1939<sup>2</sup>**

[In thousands]

State	Advances certified for fiscal year 1938-39				Advances authorized for first quarter of fiscal year 1939-40				Advances certified for first quarter of fiscal year 1939-40			
	Total	Old-age assistance	Aid to dependent children	Aid to the blind	Total	Old-age assistance	Aid to dependent children	Aid to the blind	Total	Old-age assistance	Aid to dependent children	Aid to the blind
	\$243,783.2	\$208,050.6	\$30,406.9	\$5,235.7	\$60,405.6	\$51,702.9	\$7,302.5	\$1,400.2	\$60,405.6	\$51,702.9	\$7,302.5	\$1,400.2
Alabama	1,314.4	925.8	364.1	24.5	235.0	178.9	52.9	3.2	235.0	178.9	52.9	3.2
Alaska	163.2	163.2	(1)	(1)	48.7	48.7	(1)	(1)	48.7	48.7	(1)	(1)
Arizona	1,425.6	1,083.9	290.2	42.5	416.5	304.2	99.0	13.3	416.5	304.2	99.0	13.3
Arkansas	834.6	675.7	139.7	23.2	241.5	189.0	43.6	8.9	241.5	189.0	43.6	8.9
California	25,256.4	22,482.1	1,633.7	1,140.6	6,718.9	5,989.8	413.6	314.7	6,718.9	5,989.8	413.6	314.7
Colorado	6,608.0	5,936.5	563.0	108.5	1,788.3	1,595.3	165.8	27.2	1,788.3	1,595.3	165.8	27.2
Connecticut	2,520.2	2,503.0	(1)	17.2	665.1	658.5	(1)	6.6	665.1	658.5	(1)	6.6
Delaware	233.7	165.9	64.8	(1)	89.1	44.4	14.7	(1)	59.1	44.4	14.7	(1)
District of Columbia	691.5	486.7	169.9	34.9	183.6	131.9	42.8	8.9	183.6	131.9	42.8	8.9
Florida	3,314.3	2,973.7	169.4	171.2	796.6	678.0	73.3	45.3	796.6	678.0	73.3	45.3
Georgia	2,167.7	1,675.2	412.2	80.3	353.5	264.6	75.3	13.6	353.5	264.6	75.3	13.6
Hawaii	269.0	133.8	134.1	1.1	74.4	34.0	39.0	1.4	74.4	34.0	39.0	1.4
Idaho	1,520.3	1,178.7	302.6	39.0	283.5	263.5	75.0	10.2	348.7	263.5	75.0	10.2
Illinois	14,768.6	14,768.6	(1)	(1)	4,156.2	4,156.2	(1)	(1)	4,156.2	4,156.2	(1)	(1)
Indiana	7,813.9	5,776.9	1,750.1	286.9	2,265.9	1,738.3	450.1	77.5	2,265.9	1,738.3	450.1	77.5
Iowa	6,415.8	6,248.9	(1)	166.9	1,665.2	1,617.6	(1)	47.6	1,665.2	1,617.6	(1)	47.6
Kansas	3,345.8	2,677.3	552.7	115.8	900.2	603.2	176.5	30.5	900.2	603.2	176.5	30.5
Kentucky	2,351.5	2,351.5	(1)	(1)	600.1	600.1	(1)	(1)	600.1	600.1	(1)	(1)
Louisiana	2,926.8	1,886.6	979.6	60.4	814.4	474.7	320.4	19.3	814.4	474.7	320.4	19.3
Maine	1,908.1	1,534.0	196.0	178.1	491.8	397.5	49.8	44.5	491.8	397.5	49.8	44.5
Maryland	3,058.7	1,908.9	1,070.3	79.5	799.2	483.6	293.4	22.2	799.2	483.6	293.4	22.2
Massachusetts	14,301.7	12,708.5	1,440.5	152.7	3,750.1	3,306.5	313.5	40.1	3,750.1	3,306.5	313.5	40.1
Michigan	9,818.9	8,193.5	1,550.0	75.4	2,626.2	2,149.8	448.8	27.6	2,626.2	2,149.8	448.8	27.6
Minnesota	9,222.4	8,297.7	813.1	111.6	2,534.8	2,250.1	253.3	31.4	2,534.8	2,250.1	253.3	31.4
Mississippi	808.5	793.5	(1)	(1)	233.6	227.8	(1)	5.8	233.6	227.8	(1)	5.8
Missouri	8,644.7	7,887.3	757.4	(1)	2,454.9	2,250.0	195.9	(1)	2,454.9	2,250.0	195.9	(1)
Montana	1,781.0	1,528.2	247.9	4.9	429.7	354.2	67.5	5.0	426.7	354.2	67.5	5.0
Nebraska	3,356.5	2,752.7	528.9	74.9	783.0	643.2	120.2	19.6	783.0	643.2	120.2	19.6
Nevada	348.6	348.6	(1)	(1)	89.2	89.2	(1)	(1)	89.2	89.2	(1)	(1)
New Hampshire	665.1	574.9	52.4	37.8	192.8	162.2	19.7	10.9	192.8	162.2	19.7	10.9
New Jersey	4,525.4	3,213.0	1,228.1	84.3	1,295.1	927.9	344.5	22.7	1,295.1	927.9	344.5	22.7
New Mexico	430.5	276.0	136.8	17.7	114.2	69.9	39.7	4.6	114.2	69.9	39.7	4.6
New York	19,254.0	14,886.7	4,047.0	320.3	5,087.3	3,887.9	1,107.7	91.7	5,087.3	3,887.9	1,107.7	91.7
North Carolina	2,578.7	1,854.1	549.8	174.8	772.7	578.4	146.4	47.9	772.7	578.4	146.4	47.9
North Dakota	1,107.0	896.5	201.9	8.6	288.7	213.6	72.2	2.9	288.7	213.6	72.2	2.9
Ohio	17,325.4	15,392.0	1,462.2	471.2	4,518.0	4,046.0	360.6	111.4	4,518.0	4,046.0	360.6	111.4
Oklahoma	6,255.4	5,426.7	657.3	171.4	2,192.7	1,922.5	216.7	53.5	2,192.7	1,922.5	216.7	53.5
Oregon	2,836.8	2,535.5	230.6	70.7	687.4	614.4	86.4	16.6	687.4	614.4	86.4	16.6
Pennsylvania	14,858.9	11,380.1	3,478.8	(1)	0	0	0	(1)	0	0	0	(1)
Rhode Island	899.4	738.5	160.9	(1)	238.8	196.0	42.8	(1)	238.8	196.0	42.8	(1)
South Carolina	1,457.2	1,122.7	285.7	48.8	384.8	307.5	62.8	14.5	384.8	307.5	62.8	14.5
South Dakota	2,112.3	2,088.7	(1)	23.6	406.4	399.9	(1)	6.5	406.4	399.9	(1)	6.5
Tennessee	2,562.4	1,927.2	706.8	138.4	751.9	524.2	109.5	28.2	751.9	524.2	109.5	28.2
Texas	9,916.8	9,916.8	(1)	(1)	1,771.7	1,771.7	(1)	(1)	1,771.7	1,771.7	(1)	(1)
Utah	2,122.4	1,762.8	328.6	31.0	555.0	440.5	107.7	6.8	555.0	440.5	107.7	6.8
Vermont	568.6	506.9	46.2	15.5	143.3	123.4	14.8	5.1	143.3	123.4	14.8	5.1
Virginia	702.5	554.8	94.1	53.6	255.2	194.3	48.3	12.6	255.2	194.3	48.3	12.6
Washington	6,001.4	5,125.6	604.8	181.0	1,531.2	1,324.8	161.2	45.2	1,531.2	1,324.8	161.2	45.2
West Virginia	2,251.2	1,580.5	501.6	70.1	507.6	346.7	139.3	21.6	507.6	346.7	139.3	21.6
Wisconsin	7,339.6	5,826.1	1,235.0	277.5	2,029.4	1,610.4	352.1	66.9	2,029.4	1,610.4	352.1	66.9
Wyoming	518.0	414.6	78.1	25.3	151.8	119.9	25.7	6.2	151.8	119.9	25.7	6.2

<sup>1</sup> This table is not comparable to tables showing amount of obligations incurred for payments to recipients, which include payments to recipients from Federal, State, and local funds but exclude administrative expense.

<sup>2</sup> For data for fiscal year 1937-38, see the *Bulletin*, December 1938, p. 75.

\* No plan approved by the Social Security Board for period covered in this column.

Source: Social Security Board, Bureau of Accounts and Audits.

Table 8.—Federal grants to States for administration of unemployment compensation laws and State employment services: <sup>1</sup> Advances authorized and certified <sup>2</sup> by the Social Security Board to the Secretary of the Treasury for the fiscal year 1938-39 and the first quarter of the fiscal year 1939-40, as of Aug. 31, 1939 <sup>3</sup>

[In thousands]

State	Unemployment compensation administration		Employment service administration				
			Under the Social Security Act		Under the Wagner-Peyser Act <sup>1</sup>		
	Fiscal year 1938-39	First quarter, fiscal year 1939-40	Fiscal year 1938-39	First quarter, fiscal year 1939-40	Fiscal year 1938-39 <sup>4</sup>	Authoriza- tions <sup>4</sup>	Certifica- tions, first quarter
Total	\$38,539.5	* \$10,021.3	\$20,218.8	* \$6,066.7	\$126.6	\$4,034.5	\$788.3
Alabama	421.7	96.5	245.3	55.9	1.0	85.7	16.3
Alaska	30.2	9.7	9.4	3.3	0	12.6	2.5
Arizona	182.4	39.2	99.4	24.4	.4	14.6	3.1
Arkansas	232.3	* 71.0	115.9	* 30.5	2.5	59.9	11.2
California	3,338.2	* 855.5	487.6	226.4	5.7	185.9	37.0
Colorado	247.2	* 77.2	146.0	* 44.3	.9	33.4	6.3
Connecticut	1,042.0	* 252.6	309.5	* 91.0	0	53.6	11.5
Delaware	153.9	38.2	61.1	15.5	.4	13.7	3.2
District of Columbia	200.3	* 77.3	172.7	* 49.5	0	0	0
Florida	331.8	* 94.8	160.9	* 57.8	1.0	47.4	8.9
Georgia	364.4	109.2	347.1	93.4	2.2	95.0	18.7
Hawaii	126.7	34.8	9.4	2.6	0	14.5	3.7
Idaho	173.9	* 45.3	73.2	* 24.0	.6	14.6	2.9
Illinois	960.1	510.0	402.4	400.2	6.0	246.4	46.2
Indiana	1,268.5	* 360.2	526.9	* 136.3	2.7	105.9	21.0
Iowa	424.7	* 107.5	231.4	* 70.1	2.2	82.4	17.6
Kansas	319.4	* 84.6	113.6	* 33.2	3.7	64.3	15.0
Kentucky	492.5	153.5	146.5	49.5	3.5	86.5	18.0
Louisiana	520.4	* 94.6	273.7	* 94.6	1.9	67.8	12.7
Maine	353.0	* 90.1	122.0	* 32.7	.6	25.9	5.0
Maryland	682.8	* 158.8	202.8	* 73.1	1.2	52.8	10.0
Massachusetts	2,482.4	632.5	891.6	275.9	3.0	137.6	26.1
Michigan	2,085.7	492.9	1,357.4	418.8	6.1	159.4	32.4
Minnesota	1,006.3	188.7	453.7	121.2	1.3	82.8	15.5
Mississippi	238.5	60.6	114.7	31.9	1.4	64.9	12.2
Missouri	768.1	227.5	543.1	146.4	3.3	122.7	27.5
Montana	118.9	51.1	4.5	38.7	1.9	17.4	3.3
Nebraska	194.0	* 52.7	140.6	* 45.0	2.0	44.5	8.3
Nevada	94.9	23.1	50.9	15.5	.3	12.7	2.5
New Hampshire	236.9	* 52.1	105.6	* 26.0	.4	16.0	3.7
New Jersey	1,448.3	* 477.4	571.6	194.5	3.8	130.5	24.5
New Mexico	113.4	30.7	80.7	13.7	.3	12.8	1.7
New York	4,956.2	1,182.2	4,285.2	1,087.3	8.9	406.4	76.2
North Carolina	859.4	* 154.7	260.1	* 108.6	2.2	104.8	21.7
North Dakota	77.0	* 21.2	76.7	* 26.6	.7	22.0	4.1
Ohio	1,895.4	557.1	457.7	195.3	6.5	214.0	40.2
Oklahoma	362.6	* 101.4	232.0	* 68.6	2.2	77.6	14.7
Oregon	489.4	119.5	165.1	42.6	.9	32.5	7.5
Pennsylvania	3,653.7	918.2	3,019.8	765.3	20.0	310.9	58.3
Rhode Island	623.9	143.8	92.7	20.8	.6	22.2	4.2
South Carolina	340.4	86.3	130.5	56.3	1.2	56.1	10.5
South Dakota	95.9	0	34.9	0	.5	18.2	0
Tennessee	503.8	110.0	372.1	95.1	3.5	84.5	15.8
Texas	973.1	* 252.6	1,006.5	* 322.7	9.5	195.5	42.7
Utah	218.2	* 55.5	83.5	* 15.1	.3	15.4	2.1
Vermont	146.5	* 33.3	64.0	* 16.8	.3	13.2	2.5
Virginia	614.1	* 159.2	232.0	* 66.2	1.8	78.6	15.1
Washington	417.0	142.8	270.0	82.5	1.3	52.2	11.2
West Virginia	808.8	* 125.0	282.2	* 45.8	1.3	56.6	11.3
Wisconsin	684.3	178.7	405.2	100.2	2.4	90.2	19.2
Wyoming	113.0	31.9	51.5	15.0	1.3	13.0	2.5

<sup>1</sup> Includes for fiscal year 1939-40 grants by U. S. Employment Service under Wagner-Peyser Act. On July 1, 1939, the U. S. Employment Service was transferred from the Department of Labor to the Social Security Board. Excludes State and local appropriations to employment service.

<sup>2</sup> Advances are certified by the Social Security Board to the Secretary of the Treasury for a specified quarter of operation which is not necessarily the period in which certification is made. All grants authorized as of Aug. 31 have been certified with the exception of certain grants authorized under the Wagner-Peyser Act.

<sup>3</sup> For data for fiscal year 1937-38, see the *Bulletin*, January 1939, p. 71.

<sup>4</sup> Includes only grants certified since July 1, 1939.

<sup>5</sup> Includes also grants authorized for first quarter only, all of which have been certified (see column of certifications for first quarter).

<sup>6</sup> Some grants cover both first and second quarters.

<sup>7</sup> Certified by the Social Security Board to the Secretary of the Treasury for payment into railroad unemployment insurance account in accordance with sec. 13 (d) and (f) of the Railroad Unemployment Insurance Act. The Connecticut State law does not provide for authorization by the State to the Secretary of the Treasury to transfer funds from the State account in the unemployment trust fund to the railroad unemployment insurance account in the unemployment trust fund. In accordance with sec. 13 (e) of the Railroad Unemployment Insurance Act, therefore, Connecticut withdraws from the unemployment trust fund amounts necessary for administrative expenses under the unemployment compensation law.

Source: Social Security Board (authorizations), Bureau of Accounts and Audits (certifications).

balance in the railroad unemployment insurance account was \$15.2 million.

During July deposits by States in their accounts were slightly greater than withdrawals. More than \$42.6 million was deposited in the State unemployment accounts and \$15,000 interest credited. Withdrawals from the State accounts amounted to \$41.6 million, so that the balance in the State accounts on July 31 was \$1,282 million as compared with \$1,281 million a month earlier.

Collections of insurance contributions and unemployment taxes by internal revenue collection districts are shown in table 5. It should be noted that the designation of the collections has been changed from "Federal tax collections under titles VIII and IX of the Social Security Act" to "Federal insurance contributions and Federal unemployment tax collections." This change is occasioned by the repeal of titles VIII and IX (except sec. 904) of the Social Security Act and their subsequent enactment as chapter 9, sub-

chapters A and C, respectively, of the Internal Revenue Code, approved February 10, 1939, and the 1939 amendments to the Social Security Act, which provide that subchapters A and C of the Internal Revenue Code may be cited as "Federal Insurance Contributions Act" and "Federal Unemployment Tax Act," respectively.

#### *Status of the Railroad Retirement Account*

The appropriation to the railroad retirement account for the payment of benefits under the Railroad Retirement Act during the fiscal year 1939-40 was \$120,150,000. During July \$21.9 million was transferred from the appropriation to the railroad retirement account trust fund. Of this amount \$20 million was transferred to the disbursing officer for payment of benefits and \$1.9 million invested in 3-percent special Treasury notes. The purchase of Treasury notes in July was the first since January 1939. With these additional investments the total amount of Treasury notes held by the fund rose to \$69.1 million.

**Table 9.—Status of the railroad retirement account as of June 30, 1938, and by months, July 1938-July 1939<sup>1</sup>**

Year and month	Appropriation balance on first of month <sup>2</sup>	Transfers from appropriation to trust fund	Cancellations and repayments <sup>3</sup>	Interest received by trust fund	3-percent special Treasury notes acquired <sup>4</sup>	Deposits with disbursing officer for benefit payments	Benefit payments issued by disbursing officer <sup>5</sup>	Cash with disbursing officer at end of month	Balance in trust fund at end of month
Cumulative through June 1938	\$93,692	\$141,803,720	\$27,360	\$1,410,821	\$66,200,000	\$86,900,000	\$80,491,156	\$1,014,899	\$140,677
1938									
July	118,343,692	22,000,000	2,876		2,000,000	20,000,000	8,115,367	12,899,531	142,903
August	96,343,692	9,500,000	37,213		1,500,000	8,000,000	8,402,865	12,496,665	180,117
September	86,843,692	11,500,000	9,397		1,500,000	10,000,000	8,567,162	13,029,503	189,514
October	75,343,692	11,500,000	12,358		1,500,000	10,000,000	8,706,770	15,222,732	201,873
November	63,843,692	16,500,000	4,801		1,500,000	15,000,000	8,856,363	21,366,368	206,674
December	47,343,692	16,500,000	3,717		1,500,000	15,000,000	8,813,153	27,553,215	210,381
1939									
January	30,843,692	1,500,000	1,124		1,500,000		8,750,817	18,802,397	211,514
February	29,343,692		411				9,043,924	9,758,472	211,928
March	29,343,692	18,000,000	1,735			18,000,000	9,109,816	18,648,655	213,663
April	11,343,692		14,642			213,663	9,172,486	9,689,832	14,642
May	11,343,692	93,692	2,100	266,301	-10,000,000	10,359,993	9,097,189	10,952,636	16,743
June	11,250,000	(*)	3,260	1,935,575			9,029,007	1,923,629	1,955,579
Cumulative through June 1939	11,250,000	248,897,412	121,000	3,612,698	67,200,000	193,473,656	186,156,083	1,023,629	1,955,579
July	131,400,000	21,900,000	1,743		1,900,000	20,000,000	9,059,584	12,864,044	1,957,322
Cumulative through July 1939	109,500,000	270,797,412	122,743	3,612,698	69,100,000	213,473,656	195,215,667	12,864,044	1,957,322

<sup>1</sup> The railroad retirement account was created by the Railroad Retirement Act of 1937. An act approved July 1, 1937, appropriated to the account the unexpended balance of the \$46,620,000 which had been appropriated for the year 1936-37 for the payment of benefits under the 1935 act, and provided that all benefit payments made from that appropriation prior to July 1, 1937, be considered as having been made from the railroad retirement account. Cents omitted. For monthly figures July 1936-June 1938, and for an explanation of the derivation of balances, see the *Bulletin*, July 1939, p. 6, table 2.

<sup>2</sup> Balance as of fiscal years is balance on last day of June. Balance as of July 1 includes appropriation for new fiscal year: \$118,250,000 for 1938-39, and \$120,150,000 for 1939-40.

<sup>3</sup> Includes checks canceled by the General Accounting Office and repayments on account of improper payments to claimants. Checks returned to disbursing officer and canceled by him are not included. (See footnote 5.) Cancellations and repayments are treated as additions to trust fund.

<sup>4</sup> Minus item represents sale of notes.

<sup>5</sup> On basis of checks issued by disbursing officer less checks canceled by disbursing officer, total benefit payments are \$8.4 million less than total on basis of vouchers certified to the Secretary of the Treasury for payment, as shown on p. 80, table 3, since checks drawn by disbursing officer as of first of a month are certified to the Secretary of the Treasury and encumbered on books of the Railroad Retirement Board in latter part of preceding month.

<sup>6</sup> Transfer of \$3,720 balance from 1935 act appropriation shown on Daily Statement of the U. S. Treasury in June was taken account of in prior fiscal year on books of the Railroad Retirement Board.

Source: Railroad Retirement Board, Bureau of General Control, Division of Finance.

## General Economic Conditions

According to the report of the Department of Commerce, business activity during July indicated a continuation of the rise made in June. In spite of the normal midsummer slackening, business volumes on a seasonally corrected basis were materially higher than the average for the second quarter of this year and July 1938, although below July 1937. Consumer purchasing in both urban and rural areas was higher than last year as reflected in more numerous business commitments.

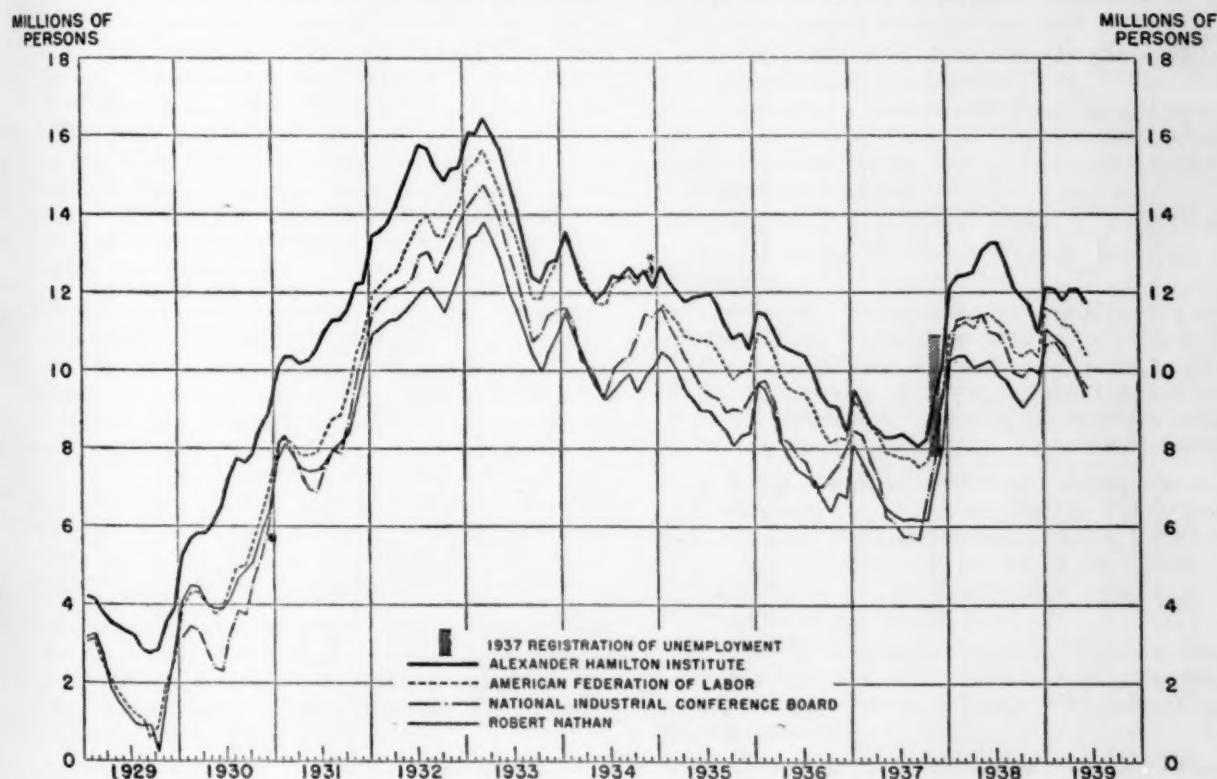
The Federal Reserve Board's index of industrial production, adjusted for seasonal variation, rose 4 points from 98 to 102 in July, indicating increased activity in industries covered by social security. Durable-goods manufactures rose 7 points from 82 to 89, owing primarily to the sharp contraseasonal improvement in the iron and steel industry. After the holiday curtailments early in July, steel-ingot production advanced rapidly to 60 percent of capacity by the end of the month, resulting in an average of 57 percent of capacity for July as compared with 53 percent in June,

contrary to the usual seasonal decline. Production of iron ore also rose, apparently in anticipation of maintained increased steel output. On the other hand, in the automobile industry, assembly operations were curtailed earlier than in the past few years in preparation for the production of 1940 models, so that the industry showed a decline. Stocks of 1939 cars in dealers' hands are reported at a low level in anticipation of the new production which will be about a month earlier this year than in other recent years.

The adjusted index of production of nondurable goods showed a slight rise from the previous month due to the less than seasonal decline in textiles and slaughtering and meat packing. Minerals rose from 104 in June to 108 in July, as compared with 93 in July 1938. Bituminous coal production increased more than seasonally; holdings by consumers are reported smaller than a year ago. Petroleum production also increased.

The Bureau of Labor Statistics compiles indexes of employment and pay rolls for industries which are also covered by the Social Security Act. Em-

Chart IV.—Estimates of unemployment, January 1929—June 1939



\*Revised January 1935 to date.

ployment in nonagricultural industries in July was practically the same as in June and materially above that of July 1938. Seasonal declines in employment in retail trade, some of the service industries, and anthracite and metal mines were somewhat offset by increases in public utilities, building construction, bituminous coal mining, and steam railroads. The index of factory employment in July decreased 0.1 percent from June, while the index of factory pay rolls declined 2.4 percent. The building industry indexes of employment and pay rolls increased 4.6 percent and 4.8 percent, respectively.

The Federal Reserve Board index of value of construction contracts awarded, based on 3-month moving averages of F. W. Dodge data for 37 Eastern States, increased 4 points in July from 63 to 67, reflecting primarily a rise in contracts for public projects. Residential construction contracts also showed a gain.

The Department of Commerce estimates that in terms of purchasing power farm income is larger than last year. Prices of certain major farm products have declined somewhat within the past 2 months as needed rains increased the estimated production. However, the lower cash

farm income from current sales has been offset partly by greater Government payments.

The Department of Commerce adjusted index of income payments remained at the same level of 83.5 as in June, whereas the unadjusted index showed a decrease of 3.3 points.

All four indexes of unemployment declined slightly in June, reflecting the general upturn in that month.

Financial series reflected the general optimism with reference to business conditions throughout the country. The stock market showed gains during July. By the end of the month the Dow-Jones average of industrial stock prices at 144 was 14 points above the July 1 figure. The daily closing average rose 2.74 points to 139.26 in July; the average for bonds increased fractionally to 89.58. Railroad and public-utility shares also advanced during the month. This increase in prices was accompanied by increased activity in the market following the dull trading in May and June, and transactions for July were much larger than the second quarter rate of turn-over.

The Bureau of Labor Statistics wholesale price index, representing prices in a large part of covered industries, declined fractionally to 75.4 in July.

# RECENT PUBLICATIONS IN THE FIELD OF SOCIAL SECURITY

## GENERAL

"A Balanced Appraisal of Social Security." *Credit Executive*, New York, Vol. 33, No. 5 (May 1939), pp. 133-136.

A report of a forum held last April by the New York Credit Men's Association, at which representatives of labor, government, and employers presented viewpoints on social security. The speakers whose views are reported include Matthew Woll, George E. Bigge, and T. J. Mahoney.

BLUNT, EDWARD, Editor. *Social Service in India; An Introduction to Some Social and Economic Problems of the Indian People*. London: H. M. Stationery Office, 1938. 447 pp.

The unique problems of Indian social welfare are expounded in this source book which describes present conditions, notes public and private steps for amelioration, and suggests "the main lines along which further improvements should move." The authors, all British officials, are: Sir Edward A. H. Blunt, C. G. Chenevix-Trench, R. G. Allen, Major General Sir John W. D. Megaw, Sir George Anderson, Sir Frank Noyce, and C. F. Strickland. Includes a glossary of vernacular words, a bibliography, and photographic illustrations.

CROUCH, WINSTON W. *State Aid to Local Government in California*. Berkeley: University of California Press, 1939. (Publications of the University of California at Los Angeles in Social Sciences, Vol. 6, No. 3, pp. 223-422.)

A review of California grants-in-aid to local governments for schools, poor relief, unemployment relief, public health, highways, and conservation of natural resources. The final chapter summarizes trends and problems. A bibliography is included.

DOWNEY, SHERIDAN. *Pensions or Penury?* New York and London: Harper, 1939. 113 pp.

Senator Downey advocates a "rational economy of abundance by way of pension disbursements" and attacks excess savings as a crucial drawback to attainment of a cycle-free economy. In his opinion, the solution to our economic problems lies in providing "a sufficient additional flow of purchasing power," through pensions and "a surtax upon earned and unspent incomes," which will reduce savings "to the size of national needs." The 2-percent transactions tax to finance pensions is advocated.

GREAT BRITAIN. MINISTRY OF HEALTH. *National Health Insurance and Contributory Pensions Insurance; An Outline of the Schemes in the United Kingdom of Great Britain and Northern Ireland*. London: H. M. Stationery Office, 1939. 34 pp.

A booklet on British health and pensions insurance "written primarily for those who have no special knowledge

of these schemes but desire concise information about their structure and administration." The two systems are treated separately. Brief recent statistical data are given on scope, beneficiaries, and finance.

INTERNATIONAL SOCIAL INSURANCE CONFERENCE. *XXIVth Session of the International Committee: Geneva . . . 9, 10, 11 December 1938*. Geneva: The Conference, 1939. 76 pp.

The International Social Insurance Conference is a voluntary organization of 40 national federations of social insurance institutions from 15 countries, including the United States which is represented by the Social Security Board. This publication deals principally with the 24th session of the Committee and includes the constitution and rules of the Conference and a table compiled by the International Labor Office showing the position of social insurance legislation (exclusive of unemployment compensation) in all countries having such programs. The papers and reports include information on recent developments in a large number of countries. Combined with the tabular summary, they present a recent over-all summary of the contemporary status of social insurance throughout the world.

MARGULIES, WILLIAM. "Independent Contractors; Status Under the Payroll-Tax Laws." *Taxes*, Chicago, Vol. 17, No. 8 (August 1939), pp. 464-466 ff.

An examination of the Social Security Act of 1935 and the unemployment compensation laws of New Jersey, New York, and Connecticut "for the purpose of discovering what principles, if any, have been invoked in distinguishing between the status of an independent contractor and that of an employee."

"Public Opinion and Public Welfare." *Public Welfare News*, Chicago, Vol. 7, No. 7 (July 1939), pp. 2-4. Processed.

Extracts from two addresses made at a meeting of the American Public Welfare Association at the National Conference of Social Work, held in Buffalo last June. Ernest K. Lindley's topic is "A Newspaper Man Looks at Public Welfare." William A. Lydgate of the American Institute of Public Opinion spoke on "Discovery of Public Opinion."

U. S. BUREAU OF HOME ECONOMICS. *Family Income and Expenditures, Pacific Region. Part I—Family Income*. Washington: U. S. Government Printing Office, 1939. 380 pp. (Consumer Purchases Study: Urban and Village Series. U. S. Department of Agriculture, Miscellaneous Publication No. 339.)

Data on income for native white, unbroken families studied in small cities and villages in Washington, Oregon, and California. Part II will deal with expenditures of these families.

U. S. BUREAU OF LABOR STATISTICS. *Family Income and Expenditure in Chicago, 1935-36. Vol. I—Family*

*Income*, prepared by A. D. H. Kaplan and Faith M. Williams, assisted by Erika H. Wulff. Vol. II—*Family Expenditure*, prepared by A. D. H. Kaplan, Faith M. Williams, and Mildred Hartsough. Washington: U. S. Government Printing Office, 1939. (Study of Consumer Purchases: Urban Series. Bureau of Labor Statistics Bulletin No. 642.)

The first report of the Urban Study of Consumer Purchases, based on a survey made in 1936 by the Bureau of Labor Statistics for the purpose of indicating "patterns of consumption prevailing among families of different income levels, occupations, and family types." Volume I presents the distribution of Chicago families by income, occupation, and family type. Volume II gives information on expenditures by main categories of the family budget.

**U. S. SENATE. COMMITTEE ON FINANCE.** *Social Security Act Amendments; Hearings . . . on H. R. 6635 . . .* Rev. print. Washington: U. S. Government Printing Office, 1939. 554 pp.

The record of 6 days of testimony before the Senate Committee on Finance, including statements by administrators of the social security program, members of both houses of Congress, economists, businessmen, labor representatives, and others. Also includes 2 days of hearings while the Committee was in executive session, and the testimony of Senator Claude Pepper before the House Ways and Means Committee. The material is thoroughly indexed. This volume and the 3 volumes of hearings before the House Ways and Means Committee constitute basic material on achievements under the social security program during recent years and on the reasons for the changes embodied in the amendments of August 1939.

**WILLIAMS, FAITH M., and HANSON, ALICE C.** *Money Disbursements of Wage Earners and Clerical Workers in the North Atlantic Region, 1934-1936.* Vol. I—*New York City.* Washington: U. S. Government Printing Office, 1939. 236 pp. (U. S. Bureau of Labor Statistics Bulletin No. 637.)

Comprehensive information on expenditures by 997 families, white and Negro, in New York City for housing, food, clothing, house furnishings, medical care, recreation, education, and other items. Only families in which the chief wage earner received annual wages of \$500-\$2,000 were included in this survey. Data obtained from each family relate to a continuous 12-month period within 1934-36.

## HEALTH AND MEDICAL CARE

"An Analysis of Expenditures by the United States Government for Medical, Hospital, Health and Allied Services." *Journal of the American Medical Association*, Chicago, Vol. 113, No. 6 (August 5, 1939), pp. 512-513.

Agencies receiving "discernible amounts" for health services in the United States budget are listed, and the expenditures and appropriations are given by type of establishment (legislative, independent, regular depart-

ments, and the District of Columbia) The material was requested by the Senate Subcommittee of the Committee on Education and Labor in connection with hearings on the Wagner national health bill.

**BIEMILLER, ANDREW J.** "British Health Insurance Experience." *American Federationist*, Washington, Vol. 46, No. 8 (August 1939), pp. 822-827.

A review of the book, *Health Insurance With Medical Care*, by Douglass W. Orr and Jean Walker Orr, with comments on British national health insurance and its implications for workers in the United States.

**DAVIS, MICHAEL M.** "The Indigent Patient and the Voluntary Hospital." *Hospitals*, Chicago, Vol. 13, No. 7 (July 1939), pp. 32-35.

A discussion of hospital care for nonpaying patients, including comparative information for different parts of the United States. The desirability of increasing the income of voluntary hospitals is recognized, but it is indicated that such benefits would favor larger population centers and would not solve the problem of hospital care for nonpaying patients.

**DUKES, CHARLES A.** "A Health Insurance System for California." *Hospitals*, Chicago, Vol. 13, No. 5 (May 1939), pp. 55-57.

The health insurance plan of the California Medical Association is outlined by the president-elect of the Association, who is also chairman of the Committee on Voluntary Health Insurance.

**GAFAFER, WILLIAM M.** "Time Lost by Industrial Workers from Disabling Sickness and Accidents During the Early Days of Disability." *American Journal of Public Health*, Albany, Vol. 29, No. 4 (April 1939), pp. 359-374.

A report on "sickness and accidents causing disability lasting one calendar day or longer," as shown by the records of a Massachusetts public-utility company. The analysis covers the 5-year period 1933-37.

**MACKINTOSH, MARGARET.** "Workmen's Compensation in Canada." *International Labour Review*, Geneva, Vol. 40, No. 1 (July 1939), pp. 1-31.

Data on the principles, scope, administration, financial system, risks covered, and different types of benefits and care in the various Canadian systems of workmen's compensation.

"Medical Services: Municipality's Right to Provide Health Service System for Employees." *Journal of the American Medical Association*, Chicago, Vol. 113, No. 5 (August 5, 1939), p. 534. (Medicolegal Abstracts.)

Summarizes the ruling of the supreme court of California upholding the right of the city of San Francisco to provide a health service for its employees. (*Butterworth et al. v. Health Service Board of City and County of San Francisco v. Boyd, Controller, et al.* (Calif.), 82 Pac. (2d) 434.)

"Opinion of Justice James M. Proctor in the United States District Court . . . on the Demurrer to the

**Indictment Against the American Medical Association."** *Journal of the American Medical Association*, Chicago, Vol. 113, No. 6 (August 5, 1939), pp. 505-506.

In addition to the court opinion holding that medicine is not a trade, this issue of the Journal contains an editorial on the subject, the reply of the United States Department of Justice, and the text of 15 newspaper editorials on the opinion.

**PENNSYLVANIA. DEPARTMENT OF PUBLIC ASSISTANCE.** *Statistical Report on the Medical Program of the Department of Public Assistance, September 1938-April 1939*. Harrisburg, 1939. 46 pp. Processed. Prepared by the Bureau of Research and Statistics.

Tables and charts, with a brief analysis of medical, nursing, and pharmaceutical service and emergency dental care in the Pennsylvania medical-assistance program from its beginning in September 1938 to April 1939.

**"Preventive Medicine in Chile."** *Journal of the American Medical Association*, Chicago, Vol. 113, No. 6 (August 5, 1939), p. 515. (Medical Economic Abstracts.)

A summary of two articles by Dr. Carlos Maldonado B., director of medical services of the Department of Compulsory Insurance, Chile, which were published in the *Boletín médico social de la Caja de seguro obligatorio*, August-October and November-December 1938. They describe the important Cruz Coke Preventive Medicine Law, No. 6174, which requires compulsory treatment for contagious diseases and provides for improved rural sanitation.

**SAWYER, W. A. "Group Medicine."** *Personnel Series No. 39*, American Management Association, New York, 1939. pp. 35-43. "Discussion," by R. R. Zimmerman, pp. 43-47.

The medical director of the Eastman Kodak Company describes the present period as a "pre-compulsory era" with respect to health insurance and recommends a number of measures as desirable for a program to meet the health needs of workers. These include company plans for sick benefits, expanded hospital insurance, and health insurance. Mr. Zimmerman, Personnel Director of the Federal Home Loan Bank Board, draws conclusions of employer interest from the experience of the Group Health Association of Washington, D. C.

**SHADID, MICHAEL A. *A Doctor for the People; The Autobiography of the Founder of America's First Co-operative Hospital*.** New York: Vanguard, 1939. 277 pp.

In the latter part of this book the author presents in detail his activities in founding and maintaining, against opposition, the Community Hospital at Elk City, Oklahoma. The Farm Security Administration's program of emergency medical care, the experience of privately owned medical groups with dues-paying memberships, and medical cooperatives such as the Elk City Community Hospital are analyzed. Many practical suggestions for operating a cooperative hospital are given.

**SINAI, NATHAN.** "The Present Situation Regarding the

**Adequacy of Medical Care in the United States."** *Canadian Public Health Journal*, Toronto, Vol. 30, No. 7 (July 1939), pp. 319-324.

Notes the growth in all quarters of the opinion that medical relief is a public problem. The principles of the Wagner national health bill are noted briefly, and the existence of a trend toward eventual unification of all public-health agencies is reported.

**U. S. SENATE. COMMITTEE ON EDUCATION AND LABOR.** *Establishing a National Health Program . . . Preliminary Report on S. 1620*. Washington, August 4, 1939. 42 pp. (76th Cong., 1st sess. S. Rept. 1139.)

A generally favorable report on the Wagner national health bill by the Senate subcommittee which held hearings on this measure during the past session of Congress. National health needs are shown at length, and the principles of the bill, its main provisions, and certain special problems raised before the subcommittee are discussed.

**"The Wagner Bill on National Health Program—S. 1620."** *Hospitals*, Chicago, Vol. 13, No. 7 (July 1939), pp. 13-27.

Contains statements presented at the Senate subcommittee hearings on the Wagner health bill by the following persons: William F. Montavon, Director of the Legal Department of the National Catholic Welfare Conference; C. W. Munger, on behalf of the American Hospital Association; Rev. Alphonse M. Schwitalla, on behalf of the Catholic Hospital Association; and Bryce L. Twitty, on behalf of the American Protestant Hospital Association.

## PUBLIC WELFARE AND RELIEF

**ABRAMSON, EVA. *A Public Welfare District Office*.** Chicago: American Public Welfare Association, 1939. 27 pp. Processed.

Describes and analyzes the functions, departmental organization, and principles of public-welfare district offices in a program of decentralization. Illustrated with charts on the organization of the central office, the bureau of public assistance, and the district office.

**DUNCAN, SHIRLEY H. "Some Practical Aspects of the Foster Home Program."** *California Children*, Vol. 2, No. 4 (April 15, 1939), pp. 1-12. Processed.

Some results of a California study of the foster care of dependent children by public agencies in certain rural counties, designed to give "a rather complete picture of the foster programs in these counties from the standpoint of the individual child who is receiving care away from his own home either in a foster home or institution."

**"The 'Hard Core' of the SRA Case Load; Characteristics of Cases Continuously on Relief for More Than 13 Months."** *Unemployment Relief in California* (State Relief Administration), San Francisco, May 1939, pp. 18-18e. Processed.

Analyses of the 10 percent of cases on the California relief rolls as of February 11, 1939, which had been con-

tinously on relief since December 1937 or earlier. Comparison is made with the remainder of the relief load of a number of characteristics, including size of family, employability, sex of employable heads of families, age, race, nationality, and citizenship.

HASTINGS, CONSTANCE, and SCHWARTZ, SAYA S. *Size of Visitor's Caseload as a Factor in Efficient Administration of Assistance*. Philadelphia: Department of Public Assistance, Philadelphia County Board, March 1939. 31 pp. Processed.

A study of case-load size in general public assistance in Philadelphia through "a comparative and experimental survey of the activities of two groups of visitors, the first carrying case loads approximately equal in size to the agency average—140 cases, and the second group carrying case loads of one-half the size . . ." The authors report that "The advantages inherent in the carrying of a small case load are shown by this study to be unequivocal."

HILL, GEORGE W., and SMITH, RONALD A. *Rural Relief Trends in Wisconsin from 1934 to 1937*. Madison: University of Wisconsin Press, 1939. 57 pp.

Sample studies in 1934-36 of approximately 10,000 rural families in 9 Wisconsin counties form the basis for an analysis of the characteristics of the rural relief population in the State. The facts thus obtained provide suggestions for future policies. Includes a description of methods used, a brief history of public assistance in Wisconsin, and a detailed tabular analysis for the period 1932-37 of relief and assistance in the counties studied.

LANSDALE, ROBERT T.; LONG, ELIZABETH; LEISY, AGNES; and HIPPLE, BYRON T. *The Administration of Old Age Assistance*. Chicago: Public Administration Service, 1939. 345 pp. (Published for the Committee on Public Administration of the Social Science Research Council.)

This comprehensive study of old-age assistance administration is an attempt "to discover the best practice achieved to date" and "to describe and analyze this experience for the benefit of those who are responsible for planning or administering state and local programs." Twelve representative States were selected for study, with emphasis placed on successful experience rather than on the presentation of a cross section of good and bad practices. The arrangement is topical, with State material employed illustratively under the following main divisions: general administration and organizations, including the Social Security Board; State agencies, local agencies and their relationships; administration of the social service program, including eligibility, intake procedures, investigation, and similar points; administration of fiscal activities, including general financial problems, budgeting, disbursement, and auditing; and other administration problems, namely, personnel and staff matters, hearings and appeals, and the place of boards in State and local agencies.

MISSOURI. STATE SOCIAL SECURITY COMMISSION. *Aiding Needy Persons in Missouri; A Report on Programs of the State Social Security Commission and the Develop-*

*ment of Public Relief*. Jefferson City, June 1939. 180 pp. Prepared by the Division of Research and Statistics.

"This report has been prepared in order to provide a factual basis for planning the future development of public relief and welfare activities in Missouri. It is the first general publication giving detailed information concerning the organization and administrative procedures of the State Social Security Commission" established in June 1937. Illustrated with numerous tables and charts.

"Old Age Assistance—Eligibility—Statutory Interpretation." *Southern California Law Review*, Los Angeles, Vol. 12, No. 4 (June 1939), pp. 482-485.

Discusses court decisions denying the right of State social security commissions to reject applicants for assistance "merely because they were receiving donations from those not under legal obligation to continue support," with special reference to Washington, Missouri, and California.

"Problems of Supervision of Local Administration." *Public Welfare News*, Chicago, Vol. 7, No. 7 (July 1939), pp. 4-7. Processed.

Contains quotations from two papers, one by Ruth O. Blakeslee on "The Use of Consultants," the other by Paul W. Guyler on "The Content and Method of Supervision" as practiced in New York State. Both papers were presented at a meeting of the American Public Welfare Association at the National Conference of Social Work, Buffalo, June 1939.

"The Question of the Week; Should U. S. Require Increased Payments by the States to the Indigent Aged?" *United States News*, Washington, Vol. 7, No. 30 (July 24, 1939), pp. 6-7; Vol. 7, No. 31 (July 31, 1939), p. 8.

This symposium gives the replies of 25 State governors and public-welfare administrators to the following questions: 1. In your opinion, should the Federal Government require each State to pay a minimum of \$10 a month to its indigent aged to qualify for any assistance from the Federal Treasury? 2. Do you feel that the Federal Government should do more than match the payments that States make to the indigent aged on a dollar-for-dollar basis, as at present?"

STATE CHARITIES AID ASSOCIATION, NEW YORK. *Public Welfare in Cortland County; The Report of a Study Made by the Cortland County Public Welfare Committee . . .* New York: The Association, June 1939, 72 pp. Processed.

A fact-finding study describing types of relief granted, costs, trends, organization of public-welfare agencies in the county, and related topics. Includes recommendations for future study.

STATE CHARITIES AID ASSOCIATION, NEW YORK. *Public Welfare in Schuyler County; The Report of a Study Made by the Schuyler County Public Welfare Committee . . .* New York: The Association, June 1939. 94 pp. Processed.

A systematic study by a voluntary group describing all welfare and relief functions of Schuyler County, New York. Includes descriptions for each town in the county.

**STATE CHARITIES AID ASSOCIATION, NEW YORK.** *Public Welfare in Washington County; The Report of a Study Made by the Washington County Public Welfare Committee . . .* New York: The Association, June 1939. 82 pp. Processed.

This study, similar to those noted for Cortland and Schuyler counties, was conducted under private auspices and financed by the Rockefeller and Russell Sage Foundations. Designed to further public knowledge of relief and assistance functions, it "attempts to give only a broad picture of the work of local public relief agencies, without attempting to answer many of the fundamental questions certain to arise about them in the minds of civic-minded citizens."

"State Grants to Counties; Also the Total Social Welfare Expenditures by Counties." *Kansas Government Journal*, Lawrence, Vol. 25, No. 8 (August 1939), pp. 20-21.

A tabulation with brief comment showing "the amounts of state-collected funds and federal funds which are granted to the counties for roads and streets, general purposes, and for social welfare purposes."

**TOLER, LESSIE.** "The Workings of the State Board of Review." *West Virginia Public Assistance Journal*, Charleston, Vol. 2, No. 4 (July 1939), p. 11.

A brief review of West Virginia's experience with appeals by individuals whose claims for assistance were denied by county departments.

## UNEMPLOYMENT AND UNEMPLOYMENT COMPENSATION

**BALDERSTON, C. CANBY.** "Annual Wage Plans and Regularization of Employment." *Personnel Series No. 39*, American Management Association, New York, 1939, pp. 23-34.

A discussion of causes of irregular employment, methods of achieving regularization, and annual wage plans. It is stated that annual wage plans require "accurate forecasting of the volume of work and of pay roll needs."

**CLIFFE, F. B.** "Simple Outline for Experience Rating Law Now Available to States." *Controller*, New York, Vol. 7, No. 6 (June 1939), pp. 210-211 ff.

A full description, with discussion, of the plan for experience rating devised by a committee of the New York State Employers' Conference in an effort to find "some way of varying the tax rate that would have all of the advantages" of experience rating without the "disadvantage of high expense and administrative difficulty." Texas and Delaware have adopted the scheme, and other States are said to be considering it. The paper was given before the Eastern Spring Conference of the Controllers Institute of America, New York, April 24, 1939.

"Employment and Payrolls; Reports of Contributing Employers—Year 1938." *Placement and Unemployment*

*Insurance Activities*, Albany and New York, Vol. 1, No. 5 (May 1939) pp. 14-15. Processed.

Tables and text show an average monthly figure of slightly over 3 million persons employed by firms covered by the New York Unemployment Insurance Law, and indicate that "approximately 4,200,000 different individuals were employed in covered employment during the calendar year 1938."

"Financial Turnover." *Trends and Totals* (Pennsylvania Division of Unemployment Compensation and Employment Service), Harrisburg, Vol. 2, No. 5 (May 1939), pp. 20-23. Processed.

Tables, diagrams, and textual interpretation of the status of the Pennsylvania unemployment fund for 5 quarters, from January 1938 through March 1939.

**FITZGERALD, EDWARD J.** *Selective Factors in an Expanding Labor Market: A Study of Employment Opportunities in Four Manufacturing Plants in Lancaster, Pa., 1928-38*. Philadelphia: U. S. Works Progress Administration, June 1939. 92 pp. Processed. (National Research Project on Reemployment Opportunities and Recent Changes in Industrial Techniques, Report No. L-4.)

A study of the labor forces associated with four Lancaster plants producing linoleum, watches, silk, and bottle closures. The findings "throw light on the composition of the reserves of labor that have accumulated during the depression years 1930-32, on its relationship to the volume and incidence of unemployment in the period of recovery, and on the factors that affect the selection of workers retained during a period of depression or employed or reemployed in a recovery period." Illustrated with numerous tables and charts.

**GRETZ, HARRY C., and BRUCE, ROBERT.** "Reorganization of the Unemployment Insurance Procedure of New York State." *N. A. C. A. Bulletin* (National Association of Cost Accountants), New York, Vol. 20, No. 24, Sec. 1 (August 15, 1939), pp. 1523-1551.

Difficulties with New York benefit payments in unemployment compensation, particularly in the case of "second or subsequent request" cases, led to appointment in December 1938 of a committee of advisers known as the Reorganization Group. How this committee changed procedures and speeded up claims is described by the authors, who were members of the group from the private accounting field. Includes descriptions and charts of the old and new procedures, the results obtained, and "fundamental principles" of accounting as formulated from the New York experience.

"Interstate Benefit Payment Plan; General Procedure and New York State Experience." *Placement and Unemployment Insurance Activities*, Albany and New York, Vol. 1, No. 5 (May 1939), pp. 16-17. Processed.

Describes the interstate claims procedure in unemployment compensation and summarizes the experience of New York in handling such claims, including State of

origin of claim and a classification by industry of previous employment of claimants.

**MAGDOFF, HARRY; SIEGEL, IRVING H.; and DAVIS, MILTON B.** *Production, Employment, and Productivity in 59 Manufacturing Industries, 1919-36 . . .* 3 vols., Philadelphia: Works Progress Administration, May 1939. Processed. (National Research Project on Reemployment Opportunities and Recent Changes in Industrial Techniques, Report No. S-1, parts 1, 2, and 3.)

"This report is devoted to the presentation and discussion of indexes of production, employment, man-hours, and productivity for 59 manufacturing industries which account for about half the number of wage earners in all manufacturing." While other publications of the National Research Project have considered intensively the technological changes of selected industries, the present work seeks to provide "extensive information on the degree to which the increased productivity of labor has in recent years reduced the amount of labor required to produce a given quantity of goods and on how widespread these reductions have been."

**MITCHELL, JOHN W.** "Unemployment Compensation in Pennsylvania." *Trends and Totals* (Pennsylvania Division of Unemployment Compensation and Employment Service), Harrisburg, Vol. 2, No. 5 (May 1939), pp. 5-13. Processed.

"This article is intended to convey to the general public a somewhat comprehensive though nontechnical description of the salient features of the unemployment compensation program" in Pennsylvania. It considers the background of the law, inauguration of the claims and benefit program, coverage of workers and employers, collection of contributions, benefits, placements, and characteristics of claimants.

**PALMER, GLADYS L.** *The Search for Work in Philadelphia, 1932-36; An Analysis of Records of the Philadelphia State Employment Office.* Philadelphia: U. S. Works Progress Administration, May 1939. 74 pp. Processed. (National Research Project on Reemployment Opportunities and Recent Changes in Industrial Techniques, in Cooperation With Industrial Research Department, University of Pennsylvania. Report No. P-7.)

"This report is concerned with the kinds of people who have sought work in the metropolitan labor market of Philadelphia through its public employment system during the depression and early recovery years. It is also concerned with the employment qualifications and experience of the groups who were successful in securing jobs through the activities of the bureau and the significance of this information as an indicator of the characteristics of the labor market during the years under review." Includes detailed statistical analyses in charts and tables.

"Unemployment Compensation in Retrospect." *Monthly Bulletin* (Kentucky Department of Industrial Relations), Frankfort, Vol. 1, No. 7 (July 1939), pp. 4-8. Processed.

A brief general review of unemployment compensation objectives and organization in Kentucky. In the same issue, pp. 11-14, is a more detailed "Six Months' Analysis of the Jobless Insurance Law" of Kentucky since benefit payments began in January 1939.

**U. S. DEPARTMENT OF LABOR.** "French Unemployment Insurance Laws." *Monthly Labor Review*, Washington, Vol. 49, No. 1 (July 1939), pp. 76-86.

Describes the provisions of the French decree of May 6, 1939, effective July 1, 1939, codifying and amending all previous laws and decrees on unemployment assistance, unemployment insurance, and reeducation and employment agencies.